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ABSTRACT

This document, the summer, 1980, issue of the National Association for Public Continuing and Adult Education "NAPCAE Exchange" contains the proceedings of a conference on competency-based adult education held in Florida in February, 1980. The 16 presentations contained in the publication cover the issue of competency-based adult education (CBAE) from a variety of perspectives. Among topics covered are adult illiteracy in the United States, CBAE challenges and assessment options, alternative high school programs, administrative issues, transferability of skills and competencies, developing family life skills, research needs in CBAE, overcoming obstacles to CBAE, and writing CBAE proposals that get funded. Establishing competency-based English as a Second Language program, and a study of adult learning in nonschool settings are also covered. Information on NAPCAE publications and membership is included in the journal. (KC)

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Proceedings of the 1980 National Competency Based Adult Education Conference

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Introduction

The Adult Learning Team of the National Institute of Education is very pleased to have provided funding for this Special Issue of **Exchange.** The issues, problems, and growth in competency-based adult education are complex and energetic. The selected papers included here have given us a broader and deeper understanding, and we hope they will be of equal use to you.

The National Institute of Education (NIE) is part of the Office of Educational Research and Improvement of the U.S. Department of Education. NIE was created by the Congress in 1972 as the primary Federal agency for educational research and development.

The Institute's mission is two-fold: to promote educational equity and to improve the quality of educational practice. To this end, NIE supports research and dissemination activities that will help individuals — regardless of race, sex, age, economic status, ethnic origin, or handicapping condition — realize their full potential through education.

The Institute's program initiatives grow out of a variety of activities which are planned to stimulate an exchange of views among educators, policymakers, parents, and other citizens on nationally significant educational issues. Seventeen regional laboratories and research and development centers, which receive much of their support from NIE, allow for both regional and national definition of educational problems and priorities.

NIE policy is established by the National Council on Educational Research, whose 15 members are appointed by the President and confirmed by the Senate.

To achieve its mission, NIE has organized its work around three broad program areas: Teaching and Learning; Educational Policy and Organization; and Dissemination and Improvement of Practice.

TEACHING AND LEARNING

NIE's Program on Teaching and Learning supports research on literacy, the nature of good teaching, how children and adults learn, how to measure what is learned, and how to improve the substance of what is taught. The program is concerned with education at all levels — pre-school through adulthood — in both formal and informal settings.

Within this program the Division of Education in Home, Community, and Work (HCW) has as its mission the study of teaching and learning in out-of-school settings in order to strengthen the educational relationships among home, community, work and school. We are aware of the breadth of subject matter explicit in this mission, the several settings it includes and the many ways that non-school settings link with each other and with schools.

To structure out-of-school teaching and learning for purposes of research, the Division divided its subject matter and staff into three research areas: Families as Educators (FAE), Youth Learning (YL), and Adult Learning (AL). These three research areas reflect the two overarching themes of the Teaching and Learning Program — first, that learning occurs in multiple settings, and, second, that learning continues across the life-span. The Family Team looks at the learning of children and youth in home and school. The Youth Team looks at youth learning in school, community and the workplace.

The Adult Learning Team is especially interested in the millions of adults who lack basic reading and writing skills, or the competencies to perform reasonably well the common tasks of adult life as citizens, consumers, workers or parents; or they failed to complete high school. Many, perhaps most, of them suffer other disadvantages usually associated with educational disadvantage: they have higher unemployment rates; they live in areas of blight and higher crime rates; their families have poorer health and greater instability. They are likely to transmit to their children these same disadvantages. Adults in non-anglo ethnic and racial groups are over-represented in this population.

But low educational attainment and illiterate adults are learners. They learn to cope with poverty, poor housing, massive bureaucracies and a world that assumes you can read. They are just as likely as their better educated fellow Americans to undertake a self-directed informal learning project. As adolescents and children, however, they failed in, or were failed by, the formal educational system. Yet the formal school programs available to them now generally use the same traditional pedagogies of school and college classrooms these adults associate with failure. As a result, less than five percent of these adults enroll in these programs.

Simply stated, the educational problem is that substantial numbers of these adults are not being served by programs designed to meet their needs. Thus our Team's research plan and focus on knowledge about the characteristics and processes (srategies) of adult learning and the problems faced by learners and teachers in trying to achieve increasing levels of literacy. We invite those of you who are interested in our Request for Proposals to write to us at 1200 19th Street N.W., Washington, D.C. 20208 before September 15th, 1980 to obtain a copy.

Jerone E. Lord, *Leader*
Jean Miller
Warren Simmons

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Instructors, Administrators, and other adult education personnel are invited to contribute articles about programs, issues, or developments in adult and continuing education. Address materials to Les Todd, P.O. Box 341205, Coral Gables, Florida 33134. NAPCAE Exchange reserves the right to edit articles for publication.

Materials included in this publication do not necessarily reflect the views of the Association or the editorial staff.

Adult Illiteracy in the United States

by Carman St. John Hunter

Literacy — or illiteracy — has become a major public issue in recent years. I have been made dramatically aware of how high feelings run on this subject since World Education's study, **Adult Illiteracy in the United States: A Report to the Ford Foundation,** published in the fall of 1979 by McGraw-Hill, has unexpectedly become a media event. I have appeared on some forty television and radio shows. Audience response is emotional and strong. Everyone is searching for a focus for blame: the schools, parents, television, teachers, the civil rights movement, declining moral standards, progressive education, or a combination of elusive changes that are believed to have destroyed something we once had as a nation. The myth that the "good old days" were really great and that we can do something to bring them back is very strong.

In actual fact, there never has been a time when so large a proportion of the population had such high levels of literacy as is true today. Literacy has actually increased in quantity, i.e., the numbers that have achieved basic literacy. We now **expect** that the masses, historically excluded from access to education beyond minimal levels, will be fully functional in a technologically complex society. This broader expectation and the changes that have occurred in order to include the whole population in what was once the privilege of an elite are causing massive upheavals. For a small number from those social groups traditionally highly literate, quality has perhaps declined, chiefly because the schools, especially in urban areas, are unable to adjust to the new demands made upon them. Norms, staff attitudes, and the cultural climate in the public school system are remnants of a time when the school constituency — especially at the higher grade levels — was solidly upper middle class. The schools simply mirror other unresolved social and economic contradictions. Democratic ideals and actual conditions of employment, housing, health care, public services, etc. are out of phase with each other. Rising expectations for the quality of literacy achieved through schools will only be met when other sectors of the society are also reshaped to include the masses. Education alone is not the answer.

The Uses of Literacy

The Protestant churches encouraged the teaching of basic literacy in the 17th and 18th centuries as a means of enabling the masses to read the Bible and, thus, to escape "the old deluder, Satan." In the intensely Protestant areas of Europe and in New England, 90% of the population became literate. That is they could sign their names and read simple passages. Later mass literacy was given new impetus by the needs of workers within the industrial economy. Yet as that economy became more complex, the mysteries of banking, of credit, of the legal system, and of taxation were generally beyond the competence even of those among the masses who were literate. These areas were controlled by statesmen, by bankers, and by the legal profession. Workers survived without more than basic literacy since their skills as craftsmen were in great demand.

Many historians point to the fact that when the state became the chief purveyor of education through the public schools, the motive for mass education was to make good citizens. Farm boys and immigrants alike were expected to be more obedient and docile as a result of education. And that education did not go far beyond fundamental literacy. It seems to me that one of the reasons that there is such concern over the state of literacy today is that a measure of control appears to have been lost. The schools "are not doing their job"; unruly elements are everywhere upsetting order. If there is any doubt that a major function of mass education continues to be that of social control, we need only examine the basic for rewards within the system. Obedience, dependability, punctuality, and agreement with authority are most highly esteemed, not creativity, aggressiveness, independence, or originality in addressing problems. This is particularly true for students who are poor and for racial and ethnic minorities.

Our ideology today demands mass education yet technological, bureaucratic, legal, and economic complexity require competence far beyond simply literacy.

What Level of Literacy is Required for Survival?

Many attempts have been made to determine precisely what basic adult competence might be in this society. Competency-based education is receiving increased attention as a means of teaching skills defined as essential. The problem of definition — and therefore of measurement — continues to be a difficult one. David Harman and I came to the conclusion that specific persons and groups are the only ones who can decide what functional literacy is for them. We defined functional literacy as:

> "... the possession of skills **perceived as necessary by particular persons and groups** to fulfill their own self-determined objectives as family and community members, citizens, consumers, job-holders, and members of social, religious, or other associations of their choosing. This includes the ability to obtain information they want and to use that information for their own and others' well-being; the ability to read and write adequately to satisfy the requirements **they set for themselves**

as being important for their own lives; the ability to deal positively with demands made on them by society; and the ability to solve the problems they face in their daily lives." (Hunter and Harman, 1979).

We agree, therefore, with Michael Coles and Sylvia Scribner that "although attempts to arrive at some overall measures of literacy competencies may be useful for certain comparative purposes, the conceptualization of literacy as a fixed inventory of skills that can be assessed outside of the contexts of application has little utility for educational policies." (Scribner and Cole, 1978).

We argue that people are motivated to acquire literacy skills within the context of the demands made on them and of the challenges and opportunities they have to use those skills. Sam Bowles of the University of Massachusetts (1979) has observed that one of the problems in our society is not that people are dumb, but that our jobs are dumb. If there are no jobs or "dumb jobs," skills are only developed to that level.

I recently had the privilege of visiting an organization called Mississippi Action for Community Education (MACE). Founded in 1967, MACE believed that once having established the right to participate in the political process through voting, the most urgent need of the rural, largely black population was education. They soon discovered that without jobs or any challenge to create better communities on more solid economic bases, education was of no use and people had little motivation. MACE changed its priorities and worked on rural economic development, establishing cooperatives, small businesses and locally based economic enterprises. The result is that now, after twelve years, they are ready to return to their original priority because employment opportunities exist, many of them requiring literacy and management skills beyond those presently available in the communities. Young people are eager to engage in learning activities. This story may help us to understand the situation faced by persons with serious problems.

Who are the Adult Illiterates?

To put this question in perspective, we need to remember that if we look at all adults in the United States today, each of us is to some degree illiterate with reference to some of the requirements of the society. Who among us has never needed the services of a lawyer to interpret our rights or to safeguard us in the midst of legal negotiations? Who has never turned to a tax specialist? We depend on these scribes just as illiterates in rural villages depend on others to write their letters. But if we seek to know who in our society suffers most from literacy-related disadvantages, we can make some rough estimates. For our study we decided to focus on the 57-64 million adults 16 years of age and older, out of school, and without a high school diploma. Obviously some of those persons get along very well. Some small minority may suffer serious physical or mental impairment. We studied statistics regarding non-high school graduates showing educational levels, income, employment, geographic distribution, age, sex, race and other factors and the inter-relationships to be discerned. Our conclusion was that there are great differences among those adults who have not completed high school — where the greatest literacy-related disadvantages are to be found. We see a spectrum with four major groups although, of course, all categories overlap to some degree. In describing differences among the four groups, we came to realize that the most significant factors were not chiefly educational but, rather socio-economic class factors. This will become apparent as I describe categories.

Group 1. At one end, let us say the far right, are those who share most fully the values of the dominant cultural group within the U.S. These persons may have dropped out of school for personal reasons — the need to help with family support, an early marriage, a school unable to engage their interest — yet they continue to learn. Many engage in nonformal learning activities, take occasional courses in pursuit of their personal interests, or simply read what is available. Most are regularly employed or keep house and raise families. The persons around them in their families and communities are upwardly mobile and have probably completed high school. The major stumbling block for such persons is their **lack of those credentials that the society values so highly.** They are embarassed by not having a high school diploma and find this the most significant barrier to self-esteem and job advancement. These are the persons who succeed in passing high school equivalency exams when they make serious attempts to study the required materials. They are the ABE students who enroll, stick with it and succeed.

Group 2. At a second, quite different point on the spectrum, just to the left of the first group, are persons with far more serious educational deficiences. They leave school earlier than the first group. Some never learn to read and write at all. Yet they belong to social groups in which literacy is taken for granted. Some have married literate persons. Some have jobs that require more literacy skills than they possess. **For them it is not merely the lack of a diploma that causes them embarassment but, rather, the tasks they simply are not able to perform.** Many live in constant fear of being "found out." They go to extreme pains to hide their problem, constantly being "caught without their glasses" or having "headaches" just when they see that they may be required to read something in a group. The stigma of being illiterate accompanies them constantly. Many of these persons can be reached through campaigns like the BBC program in Great Britain or the Laubach (NALA) or Literacy Volunteers of America (LVA) recruitment efforts. They are the ones about whom the "success" stories are often written. They literacy problems may cause them more distress than that felt by many far to the left on the spectrum precisely because, as nonreaders among literate peers, they are exceptions within their own social communities.

Group 3. Further to the left are persons who suffer multiple deprivations. They live in the inner-city or in rural poverty areas. The lack of credentials and the inability to perform tasks associated with literacy are only a small part of their lives. The majority of this group left school because they were failing. They could see little immediate payoff in continuing schooling. As adults they sometimes try again by entering ABE or similar programs. Too often, their earlier, unsuccessful experience is repeated. Those who persevere nourish a dim hope that self-sacrifice and greater efforts on their part will, finally, make a difference. Job-training programs have considerable appeal to them as alternatives to traditional schooling.

Also within this group are many whose first language is either a nonstandard form of English or some other language. These persons have had little formal education. Whether they are native-born Americans, legal aliens, recently naturalized persons, or undocumented aliens, they are generally employed in menial jobs or find work only intermittently.

Group 4. The group just described — both English and non-English speaking — merges on the spectrum with another group, similar to them yet different in one important aspect: the level of hope that can be kindled in them — even temporarily. Persons in this fourth group have largely given up believing that anything they can do will make a difference in their overall situations. They are the hard-core stationary poor, the persons described by Michael Harrington and other writers as the "forgotten" or invisible" poor. They may live in the very shadow of major institutions of health-care or education yet receive no benefits from those institutions. Their interaction with the majority culture is minimal. Encounters with bureaucracies set up to serve them — employment, housing, health services, their children's schools, the welfare system, the courts — all contribute to their sense of defeat and help perpetuate the cycles of deprivation and alienation. While some of them may continue to believe that things can be better for their children, the model they present — all too visible to their offspring — of powerlessness and marginality often leads their children to pursue money and power through illegal means or to sink into parental despair. (Hunter and Harman, 1979).

Literacy for What?

It is clear that as social status rises, so do the demands for higher degrees of functional literacy in our society. Groups #1 and #2 have greater incentives to achieve through special adult programs simply because they are already more closely allied with the upwardly mobile class than groups #3 and #4. They have a reasonable expectation that by increasing their education skills and/or gaining a diploma, they will be rewarded.

Groups #3 and #4 have many unmet survival needs that are for them even more basic than functional literacy. Literacy alone does not appear to offer immediate rewards in their most critical areas of need: employment, decent housing, health care, public services, and communities that are livable.

For this reason, our recommendations laid heavy stress on community development as the means whereby groups #3 and #4 can begin to meet their basic needs. As neighborhoods are restored, the people who live there gain more control over their own lives and the need to **use** skills in increased. Job training is not very successful in a vacuum. It must be visibly related to available jobs or to activities within the community that wil keep money in the community where it is most needed. We see education as a function of community building not as a separate activity.

Within this emphasis on community development, there is another consideration, however, that is generally neglected in discussions of literacy. In most educational planning, especially for the disadvantaged, so much stress is laid on the skills people require for survival that what is actually offered turns out to be merely a higher threshold of task competencies that may or may not ever be used. One is then forced to ask the question: Literacy for what?

Warren Zeigler speaks of "civic literacy" to describe the ability to plan and manage one's own life and to participate with concern and intelligence in making decisions that affect one's community. I am not too fond of that term but salute the intent. Personal, social, and political understanding, human values, and the pursuit of justice represent a level of functional competence that surpasses the specific task competencies stressed in competency-based education programs.

I would therefore urge that we seek to develop **human** competence in the midst of our pursuit of functional competance. In the course of our study, we discovered many small community-based programs that were significant because they challenged participants to use their personal and collective understanding of life to devise solutions to problems and to gain power over their own destinies. In relation to this struggle we are all to a degree illiterates. Lulled by television, molded by consumer values, taking our political positions from the press, we are not challenged to use and, therefore, do not fully develop the gifts and skills that alone make us human.

It is my contention, therefore, that just as basic literacy is inadequate in a complex technological society like our own, functional competence is also not sufficient. The ability to perform tasks like reading employment ads, writing checks, or understanding bus schedules has little to contribute to overcoming the sense of powerlessness that afflicts people today, both affluent and poor.

Technical skills — including relatively high levels of reading and writing — are essential for survival in a complex modern society. Motivation for acquiring these skills exists when learners have some assurance that their skills can be used in jobs that offer them and their families some measure of economic security. Yet the creation of a society able to offer such assurances depends not on the functional competence of its citizens but on their human competence, their ability to make critical judgements and to solve real problems.

All of us — literates, illiterates, affluent, poor, teachers, learners — acquire this kind of competence through working together to resolve the basic contradictions implicit in the values and institutions of a modern industrialized state. The cultivation of human competence results when people are empowered to exercise greater control over their own lives beginning in their own local neighborhoods. Unless functional competence is seen in this larger context of human competence, it will only lead to greater frustration and disillusionment. As educators we are called to break through our traditional orientation and to understand ourselves not as providers of education but, rather, as participants in a process. The "literacies" we have been trained to offer are meaningless by themselves. Their significance is derived from their usefulness as tools in the service of more fundamental human literacy without which a truly democratic order cannot function.

Dr. Hunter works at World Education, Inc. in New York City.

* * *

The Challenge of CBAE

by Paul G. Taylor

Competency-based adult education (CBAE) may not, to borrow an expression from William Spady, be turning out to be a "major educational non-event." Several incidents provide evidence that, as a "movement," CBAE is gaining more than a degree of acceptance and even approval on a national scale. Two competency-based adult education programs are now in the National Diffusion Network. Adult education state plans for the fiscal years 1980 through 1982 reflect, in one way or another, an expanding of CBAE programs and special projects. The literature in the field is increasing dramatically. Commercial publishers and others are producing more and more competency-based type materials. CBAE as a topic has been and continues to be included on local, state, and regional staff development activities, and there have been four national CBAE conferences. In terms of meeting a challenge, a brief review of the latter is of more than historical value.

The Conferences

At this point in time and period of development, it is possible to list the names of preeminent CBAE developers, practitioners, researchers and others who comprise, as James Parker would say, a "gang of about one hundred" or so. None have been more active in the "movement" than Dr. Donald McCune, Director of Field Services, California State Department of Education. It was mainly through his efforts that the California Adult Competency Education (CACE) project led the way in providing a first National Conference on New Directions in Adult Competency Education: held in San Francisco, June 1977. CACE co-directors Dr. John Tibbetts and Dr. Dorothy Westby-Gibson organized an array of experts in competency-based education who, until then, had operated in an essentially disparate manner. This national event surfaced major activities in CBAE, brought the principal players together, and set the stage for further such endeavors.

State directors of adult education can be enormously important persons when it comes to organizational, administrative, and instructional activities within their borders. Often, however, they seize the moment and are catapulted to national leadership roles. In this respect, Mr. Bob Allen, Director, Division of Adult Programs, Texas Education Agency, is the CBAE shining example. The Adult Performance Level (APL) project's activity found its first home with Bob Allen and the Texas Education Agency in the early 1970's. Texas has carried on in grand fashion and, under the leadership of Dr. Carole Kasworm of the University of Texas at Austin, hosted the second National Invitational Workshop on Competency-Based Adult Education: Austin, June 1978. The beginnings of a CBAE cadre were taking shape: a movement seemed to be underway in full vigor. This conference, in addition to encouraging CBAE-types to get together again, also resulted in a first. With National Institute of Education support, a conference proceedings was published by Carole Kasworm and Buddy Lyle.

In June 1979, Doctors Tibbetts and Westby-Gibson's CACE project supported a conference titled "The Future of Adult Competency Education: Making It Work!" which was held in San Diego, California. This third event had national-level implications and maintained the momentum gained in the prior conferences; to a large extent formalized the organization of an annual CBAE national gathering; established the visability and viability of CBAE as a growth area with permanence, and fostered a broading of the foundations for CBAE. It became possible for individual members of devoted groups to begin planning for the next conference, necessary. It may be said that CBAE "earned" national conference status in much the same way as the "Conference of 100" became the ABE Commission.

Not long after CBAE-San Diego, a National Competency-Based Adult Education Invitational Conference informal planning committee selected Orlando, Florida as the 1980 site. Cooperative arrangements between the Florida Adult Education Association (FAEA) and the Institute for Adult Competency (IAC), conference sponsors and the Florida Department of Education, Florida Atlantic University and American College TestingAPL were completed. The chairpersons of the prior conferences, previous participants/presenters, and knowledgeable others were consulted on a score of vital issues. Many individuals gave their time, expertise, and efforts freely to assist and assure a worthy descendant: CBAE IV. Under the leadership of Mr. Les Todd of FAEA, the February 1980 conference was, from a variety of standpoints, a success.

"The Challenge of CBAE": 1980 Conference Keynotes

After nearly a decade of speculation and wonder; research and conflict; pilot and demonstration activity and discussion; national conferencing, and an amended federal Adult Education Act (which puts the emphasis on functional competency rather than functioning at "less than a twelfth grade level"), the CBAE state-of-the-art remains almost totally individual in nature. CBAE is what you want it to be: functional competency; coping and/or survival skills; life skills; alternative CB adult secondary completion programming; etcetera; and etcetera. Good? Is there any strength to be uncovered in diversity? While questions continue to outnumber answers, identifying and confronting the challenges of CBAE has tended to be more inner-directed than not. The various "gangs" of CBers wrestle with those process and program elements or factors which must be pinned-down in order to satisfy themselves more, at this time, than the critics: who, it might be said, are far more passionate in their ways than are the CB-convinced. So it was that two "keynoters" were asked to comment in Orlando on CBE challenges: Dr. Norvell Northcutt and Dr.William Spady.

Adult educators, perhaps more than other professionals, are suspicious and often downright antagonistic towards persons who profess a field or position without evidence of having "paid dues" or spent considerable time "in the trenches". Space prohibits introducing Norvell Northcutt or William Spady here. Suffice to say that the former directed the APL Project for many years and is presently the Director of Research, Southwest Educational Development Laboratory; the latter, formerly with NIE and Washington, D.C. Public Schools, directs the National Center for the Improvement of Learning of the American Association of School Administrators. The contributions of these two persons toward competency-based education is monumental. It is impossible to discuss the CB process without mentioning either or both: Northcutt, primarily for adult education; Spady for a more generic approach directed at the elementary-secondary school systems.

Northcutt and Spady were asked to make brief opening statements and to have these comments used to generate more specific questions from both the moderator and audience. While the complete verbatim transcripts are too long for this particular forum, certain of their key points are recorded here for "the record".

The opening general session at Orlando was begun by Dr. Northcutt stating several points about competency-based (adult) education in light of Bill Spady's definition; the relationship between the APL research and CBAE; the potential of CBAE, and needs in terms of the adult learning process itself.

In the now classic "Bandagon" article, Spady defined competency-based education as "a data-based, performance-oriented set of integrated processes that facilitate, rcord, and certify within the context of flexible time parameters the demonstration of known, explicitly stated, and agreed upon learning outcomes that reflect successful functioning in life roles". He went on to say that six "critical elements" of the definition required further discussion: "outcomes, time, instruction, measurement, certification, and program adaptability". Northcutt, commenting on what he believes to be the essence of CBAE, chose to target two of the critical elements in stating that when "you boil it down to its bare bones CBAE has two distinguishing features which are public declaration of the essential or desirable educational outcomes we hold for students and students hold for themselves and any instructions based on those outcomes and by inference and not on time". The CB features of outcomes and non-time-based element are, for Norvell, "the two which you must hold close to your mind and to your heart when you're talking about competency-based adult education".

Speaking briefly to the APL-CBAE connection, Northcutt put down the myth that "some people seem to feel that there can be no CBAE without the APL objectives or without APL". Certainly, he said, "CBAE and APL are not synonymous. As a matter of fact, CBAE is probably a more transcendent term than APL. What we were trying to do with the adult performance level study basically was to develop a useful description of what it takes to be functionally literate, or as we came to call it, functionally competent in this society. We chose," he went on, "the framework, the organizing concept of a competency because we felt that that was the best framework; one in which there was the most potential payoff, finally, in the adult classroom".

What's the potential for CBAE? Strong according to Northcutt. He cited demographics which indicate that our society is becoming older: "the number of adults in this country under 25 is going to be reduced by some 60% by 1990". Persons will be demanding instructional services and "CBAE fits very naturally into the demands of the adult". He stated several reasons for this: adult students are not "prisoners of the (K-12) system; they demand relevancy; CB is more responsive and reasonable, and it works extremely well, better than perhaps anything seen in a long time in adult education".

In terms of furthering "the cause", he things that three things are needed. First, "we need a research function; not only applied but basic". There was strong emphasis on the latter. "It's very difficult", he said, "for a state director of adult education to make a committment of any significant amount of money do so something which we would label as basic research where there is no promise of some immediate payoff. That's a politically dangerous and courageous decision. Yet, that is required". Second, development in dissemination is necessary; coupled with some organized national leadership in CBAE. And, thirdly, he concluded by saying that "so far, CBAE and APL and all the associated activities have given us a good organizing concept that speaks directly to what adults should be learning, and it speaks directly to a way in which to deliver instructional services and activities directed toward those objectives. What we know very little about is the process by which the adults actually learn. And, from a research base, from a knowledge base, we know next to nothing about the actual process of adult learning. And I would pose this to you as one of the challenges in CBAE".

Dr. William Spady, who followed Northcutt's remarks, is "trying to lead at the elementary and secondary level nationally" a movement around what he refers to as "outcome based schooling". He believes that "competency-based education applies to that label just as well".

Spady became involved in CBE while working on a series of problems having to do with the nature of power and authority and how they were manifested in schools and classrooms: ways of explaining school and teacher effectiveness. A friend, James Block, asked if he would be a member of a symposium that had been planned around "mastery learning" and talk about the sociological implications of mastery learning. He saw the ramifications immediately. Says Spady: "It's taken me about six years to put together formally what I understood intuitively about what Jim Block told me about mastery learning". In more ways than one, for us as adult educators, this combination is both dramatic and dynamic because it forces us to reconsider many sacrosant educational beliefs. As Dr. Spady puts it, "the real question which CBE forces us to ask is whether we are willing to transform our structures and procedures so that we have a better chance of both accomplishing and documenting our goals, or whether we will continue to maintain the institutional forms we now have and continue to live with our vague and variable results".

"There are", says Spady, "critical elements that are impacted by the introduction of mastery learning" (competency-based education). One is organizational structure", which learning psychologists working on mastery learning were not thinking in terms of, "and questions of power: the actual control of what counts and who makes who behave in what kind of way in the school and in the classroom". The former relates to such other elements as flexibility, multiple opportunities for learners, and what Spady calls the "micro and macro" uses of time in operational facilitation of mastery learning. Second, "the whole question of power relationships and authority relationships between the system and instructor; instructor and student, and between system and student is dramatically changed in a mastery or outcome-based model".

While Bill Spady addressed certain educational issues in the K-12 systems not usually faced by most adult educators, his views oon the elements of organizational structure and power relationships appear to be very significant. Consider, for example, the ability of community based, public and private non-profit agencies and institutions to compete fo federal adult basic education funding. In terms of mastery learning or CBE, there may be more than a little transfer going on, and how we end up delivering instruction to adult learners may be in much the same manner as "they" do for children; that is, to quote Spady, "in total control of the certification system and the vague reference system". This simply means, to Spady, that "teachers can decide what grade to give. And, they could decide subjectively, privately, secretly, and unaccountably for what criteria went behind that grade or any label they put on the learner". What, for example, returning to adult education, is meant by the phrase of "adults least educated and most in need of assistance" in the federal Rules and Regulations for the state administered adult education programs? Who decides? Why and how is that label to be used? It is suggested that both organizational structure and power relationships will eventually make the choices.

"And what", asked Spady, "did mastery learning do? Mastery learning said THIS is the standard of excellence. THIS is public. THIS is criteria-referenced. It is known by everyone. There are no more secrets. But when there are no more secrets", he says, "you change the game of power in whatever you're doing in the Congress of in the schoolroom". However, as with CBAE, mastery learning also lacks national leadership. As Spady commented: We don't know where we're going, we have no national leadership. People are doing all kinds of things in the name of mastery learning. We need some kind of force to coalesce this and move it along". The challenge for Bill Spady is "working to build a base of districts, of talented people, of dedicated people who have some experience, real experience and expertise to share with others regarding how you manage and implement a real mastery learning or outcome-based or competency-based instructional program".

Same Time Next Year?

Two and one-half days and thirty-eight presentations later, the National Competency-Based Adult Education Invitational Conference, Orlando, came to a conclusion. During the conference, those elements and others discussed by the "keynoters" were subjected to serious consideration and some analysis by the over 350 participants. Some considered the time a CBE love-in with criticism conspicuously absent. Others heard "nothing new". However, for a large group, a seed was planted: controversial subjects often attract as many as they repel. There are challenges for the three groups all the same: articulate the criticism; develop and identify CB implementation, and disseminate the models, concepts, and theories.

If, in fact, a movement is alive and beginning to take root and flourish, there is little question that broad-based national leadership is needed. It also means that more than a few state directors of adult education and others in like position assume the "courageous" position in supporting basic as well as applied CBE research; that joint, coalition-type activities with other states develop, and that, at least, studied attention be given to CBE as an organizational system or process for delivering instructional services to adults. Spady states the problem succinctly: "Fundamental organizational change does not come easily, and real CBE cannot be bought at a cheaper price. Yet ... failure to respond more appropriately to the public's challenge for improved results and productivity may relegate our schools as well as CBE to the category of late twentieth century non-events. Organizational collapse and collective frustration are heavy prices to pay for institutional inertia".

Perhaps the fifth national conference in 1981 will be able to present reports of greater attention and emphasis from newer sources to meet the challenges of CBAE. We'll know, same time next year.

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Assessment Options for Competency Based Adult Education

by Beverly L. Anderson

A mighty leopard stalked through the jungle, striking terror in the hearts of the jungle animals. The leopard spotted a giraffe ahead and leaped onto its back. "Who is the greatest in the jungle?" demanded the leopard in his loudest, most fear-inspiring voice.

"Oh, you are, great leoard!" responded the quivering giraffe. With a smile of satisfaction the leopard departed.

A few minutes later a zebra crossed the leopard's path. Again the leopard pounced. "Who is the greatest in the jungle?" he roared.

"Oh, you are, great leopard," responded the zebra meekly. Again a proud and satisfied leopard departed.

Just ahead the leopard eyed an elephant. Leaping onto its back the leopard once again posed his question with his mightiest roar: "Who is the greatest in the jungle?" A pregnant pause occurred as the question reverberated through the jungle. Slowly the elephant raised her head. Then reaching back with her trunk, she lifted the leopard up like a dog removing a flea, flung him to the ground, bounced him against the tree, shook him thoroughly and left him in a heap on the ground. The leopard slowly realigned his bruised body, struggled to his feet, and assuming a haughty stance said disdainfully, "Well, just because you don't know the answer, you don't have to get mad about it."

This little story reminds me of how easily we can assume there is one best way to conduct educational assessment in all situations. For some, that best way is the use of standardized achievement tests. For others, it is any way other than use of standardized tests. Our purpose here is to present a number of assessment options in an attempt to broaden the range of techniques which are considered for use in measuring adult learning.

The best assessment option for any given situation will depend on a number of factors, the primary ones being the purpose for testing, the content to be measured and available financial and human resources. Space does not permit an elaboration of the relations between each assessment option and these factors. Rather, the reader is encouraged to pursue the options of most interest through further reading and discussion with measurement specialists.

Our discussion will focus on assessment within two general categories (1) situations where the examinee is called upon to **recall** information and (2) situations where the examinee must **use** his/her knowledge to achieve a goal within an occupational or personal life setting. In the first case the examinee must demonstrate knowledge acquisition. In the second, the examinee must demonstrate not only knowledge acquisition but also the ability to apply that knowledge to accomplish a specified purpose.

The assessment options to be discussed for measuring knowledge acquisition will be restricted to the use of multiple choice paper and pencil tests. Generally speaking, these tests are the most efficient and reliable for such measurement. The major decision to be made is whether to purchase an existing test or develop one.

The options to be discussed for measuring knowledge application will be limited to two: branching simulations and assessment centers. The discussion of these options is not meant to imply that they are the only ones which can be used for the purposes under consideration. Rather, these are options which appear to be particularly worthy of greater consideration by adult educators than they are now receiving.

Much of what is formally taught consists of facts and basic procedures which can be effectively measured with multiple choice paper and pencil tests. Recall of historical or scientific facts, basic mathematics computations, and many language usage skills are good examples. The major challenge confronting the person who is assessing whether a student has acquired certain knowledge is determining if one of the many existing commercially published tests addresses the particular skills or knowledge he/she desires to measure. One must also be sure the test is designed to serve its intended purpose. The desired characteristics of the test may differ depending on whether one plans to use it for certification of competency, diagnosis of a student's strengths and weaknesses, program evaluation or one of several other purposes.*

If a person does not find a satisfactory commercially available test, several options exist. First, some test publishers provide test development services in which a customized test is developed to address learning objectives specified by clients. Second, collections of test items (item banks) are being developed by many educational agencies from which users can develop their own tests. Unfortunately, many of these banks are poorly organized, and thus unusable or inaccessible.**

There are notable exceptions, however. For example, the Michigan Teacher Support System in Macomb County, Michigan is a comprehensive item banking system which exists on a large computer. The Northwest Regional Educational Laboratory in Portland, Oregon is developing a comprehensive, well organized item bank in the basic skills areas that will be usable on microcomputers. From organized item collections, test developers, curriculum specialists, and teachers can select items and construct tests that measure precisely the skills and knowledge they wish to test.

A third option is for a school or district to develop its own test items. Constructing test items, however, requires carefully trained personnel and thorough review and pilot testing procedures to ensure high quality items. The experience of many districts which have attempted to develop their own tests in response to minimum competency legislation for elementary and secondary schools suggests that one should attempt local test item development only if the previously mentioned options are clearly unsatisfactory and only if considerable testing expertise exists in the district.

Measuring Knowledge and Skill Application

Education does not end with the acquisition of basic knowledge. The public is increasingly demanding that educators help people learn to apply knowledge in everyday situations. There is also a demand for the teaching of more complex skills, such as decision making and problem solving.

Measuring the application of knowledge to real-life situations can present a greater challenge than measuring knowledge acquisition. Although multiple-choice paper and pencil tests can be used for measuring some forms of knowledge application, other methods are often more valid. Let's consider here just two examples — branching simulations and assessment centers.

Branching Written Simulations

Branching simulation methods were developed primarily within the medical field. In their book **Construction and Use of Written Simulations,** Christine McGuire and her colleagues have expanded their medical work to encompass a wide variety of educational applications. Branching simulations may be either of a paper and pencil nature or computerized. They differ from the usual multiple choice test in that the answer selected for one question will affect the next question asked. The method is designed particularly to measure problem solving skills in a simulated real-life setting.

As noted by McGuire, et al, problem solving is a necessary skill for every person, of every age, in every field of endeavor. In developing written simulations of problems encountered in the health professions, the authors concluded that written simulation was a method having widespread application. As originally used in medical education, written simulations require the examinee to diagnose and handle specific patient problems. The examinee initially receives the kind of information typically given to a physician by a patient. Based on that information, the examinee selects, from a set of options, a procedure for "treating" the "patient." The student may seek additional information by pursuing any of a number of available inquiries for which answers are provided. At several points in the simulation the examinee is required to make a patient management decision (e.g., treatment, further diagnostic steps) based on the information provided so far. If the examinee makes a poor choice in dealing with the problem — by choosing an inappropriate treatment, for example — complications can set in (e.g., the "patient" gets worse). When this happens, the student is directed to take corrective action. This cycle of information seeking and decision making continues until the problem is resolved — either satisfactorily or unsatisfactorily (e.g., the simulated patient dies).

Several possible applications of this method come to mind within adult learning situations. It could be applied in many professional training situations — a mechanic learning to diagnose an automobile mechanical problem, an architect determining the consequences of certain design decisions, a biologist studying the impact of a new weed spray on the environment. It would also be useful in assessing a person's ability to apply knowledge in everyday activities such as locating an acquaintance in an unfamiliar city with limited information.

Development of branching simulations is a more difficult task than developing a typical multiple choice test. However, the increased validity of the simulation for purposes such as certification of professional competence may well be worth the investment.

Assessment Centers

Consider next the assessment center method. Thousands of business organizations have access to assessment centers in which objective tests, interviews, peer ratings, and situational exercises are used to measure a broad array of management skills and predict future job performance. What makes the assessment center method unique is the inclusion of simulation exercises in which the candidate is confronted with typical on-the-job problems. Specially trained "assessors" observe and rate each candidarte's performance on various well defined dimensions, then report specific examples of effective or ineffective behavior. Following a series of exercises, examinees receive oral and written feedback regarding their performance.

Perhaps the most widely accepted definition of the assessment center method comes from the 1975 Task Force on Development of Assessment Center Standards.* They describe the essential characteristics of an assessment center as follows:

- Multiple assessment techniques, including simulation, must be used
- Several assessors must be trained and called upon to observe each candidate's behavior
- Recommendations for promotion, specific training or development must be based on combined information from assessors and techniques
- Assessors are required to submit an overall evaluation of each candidate's behavior at a separate time from observation of that behavior
- Simulation exercises must be pretested prior to use to ensure that the techniques provide reliable, objective, and relevant behavioral information for the organization in question.
- The individual attributes, characteristics, or qualities evaluated by the assessment center must be determined by an analysis of relevant job behaviors.

The Task Force also identified activities which do not fall within the assessment center method. These include the use of a single measure as the sole basis for evaluation, evaluation based on the judgment of only one assessor, and test batteries consisting only of paper-and-pencil measures.

An excellent example of the use of the assessment center method in an adult learning setting is provided by Alverno College in Milwaukee, Wisconsin. In 1970, the faculty and administration of this private liberal arts college for women began the transformation of their rather traditional, disciplined institution into an integrated program of competence-based learning.

The entire curriculum is now organized around eight "competencies" — the essential outcome of a liberal education as they see it. The competencies are:

- Develop effective communications skill.
- Sharpen analytical capabilities.
- Develop workable problem-solving skill.
- Develop a facility for making value judgments and independent decisions.
- Develop facility for social interaction.
- Achieve understanding of the relationship of the individual and the environment.
- Develop awareness and understanding of the world in which the individual lives.
- Develop knowledge, understanding, and responsiveness to the arts and humanities.

Within each competence, six levels of development are defined in specific terms. At each level the student knows what she is expected to do, the criteria by which her work will be judged, and the assessment process. Assessment teams often are comprised of a faculty member, a business or professional person from the Milwaukee community, an alumna, and an advanced student.

Alverno's assessment plan makes extensive use of simulation of real life situations or tasks. One such example is the one-day "Integrated Competence Seminar" in which students assume the roles of a city's citizen decision-making board. They are then given the task of selecting a proposal for spending money to improve the city. Among the required activities, each student is asked to —

- Present a speech attempting to persuade a group to accept her choice from among three alternative proposals.
- Deal with an in-basket exercise simulating a typical set of memos, job applications, letters from citizens, requests, and phone messages.
- Construct a common plan for the expenditure of funds by participating in a group problem solving session with four or five other students representing different constituencies.

Each activity is recorded or videotaped for later evaluation by a team of assessors. Using specified criteria, team members reach consensus on each student's strengths. Subsequently, they provide oral and written feedback to the student.*

A major challenge within the assessment center method is clearly defining criteria for rating performance and training raters to apply the criteria consistently. Raters must be carefully trained to use agreed-upon scoring criteria; otherwise, final scores will not be reliable. Anyone considering the use of methods requiring human judgment is strongly encouraged to obtain assistance from trained measurement specialists.

The reader who is not in a position to establish an assessment center but finds the method attractive may wish to begin by selecting one type of simulation which requires the training of raters to score performance. An example which comes readily to mind because of its current popularity is the assessment of writing skills. Examinees are required to produce a short writing sample on a specific topic. Language arts teachers are trained to reliably score the writing samples using agreed upon criteria. A recently published book, **Direct Measures of Writing Skills: Issues & Applications*** is an excellent introduction to writing assessment and the scoring methods currently in use.

Concluding Comments

Adult educators are faced not only with the challenge of providing appropriate instruction for the increasing number of adult learners in our society but also the challenge of selecting appropriate assessment techniques. Options for measuring the acquisition and application of knowledge are increasing and are likely to continue to do so as the world of computers, video disks, and other electronic devices expands and as people become disenchanted with paper-and-pencil tests. Many options provide the possibility for better integration of assessment and instructional techniques and can lead to exciting opportunities for improved adult education.

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NAPCAE Membership and Publications Information on Pages 43 & 44

A Comparison and Analysis of Four Alternative Adult High School Credentialing Programs

by Ruth S. Nickse

Adult alternative high school credentialing programs are prollg across the nation. In February, 1980, USDE identified 88 programs at 108 sites in 22 different states which were being designed or were already operational, and this list is already incomplete. Recently developed adult credentialing programs are characterby diversity. All, however, are based on the real need of adults for ways other than the traditional to earn a high school diploma. Presently there are at least 55 million adults with no high school credential. Although having a diploma is no guarantee of a job or access to higher education, not having a diploma can be a barrier in acquiring a job, being promoted, or entering postsecondary education.

Alternative credentialing programs have been developed in an effort to provide yet another option to adult learners and not to replace traditional programs which have proven effective for many (i.e., evening high school, the GED). Considering the magnitude of the need, such alternatives are a welcome addition to adult secondary educational programming.

This paper will compare the New York State External High School Diploma Program; the Texas APL Competency-Based High School Diploma Program; the New Jersey MAECOM Adult Diploma Program; and the New Bradford, Massachusetts Adult Diploma Program. These programs are well established, having operated at least three years, and are good examples of current practice. Each has an effective process and each has scores of graduates to back this claim. Yet they vary significantly on several important elements which this paper will address. Chiefly, these are the choice of certification requirements, the standards for success, and the record keeping system used to record achievement; the types of instruction offered; and the assessment techniques used to document learning.

Characteristics

To a greater or lesser degree, these new programs are organized for the **assessment** of learning. The purpose is to determine what knowledge and skills the adult possesses regardless of the origin of learning and to officially recognize this learning with a regular high school diploma. In the process, areas of weakness in basic or special skills are identified and specific learning recommendations are made. Thus, these models assess first and then make provisions for learning, if it is necessary. Theoretically, this approach reduced unnecessary instruction, eliminates time and attendance requirements and increases individualization.

Process of Assessment

The process of assessment includes some fairly standard steps.

1. Counseling and orientation — in which all options to earn a diploma are explained to prospective candidates.

2. Diagnostic testing — to establish level of performance in the requirements for the candidate's information and the program's planning.

3. Assessment — of skills (whether assembling documentation of learning through prior experience, or evaluating skills yet to be achieved).

4. Instruction — needed skills are learned by a variety of strategies: formal and informal classes; and independent study, using existing adult education programs and/or community resources such as libraries, museums, and family members as teachers.

5. Retests — follow instruction as necessary.

6. Certification — after all requirements are satisfied, local school authorities grant a regular high school diploma to successful candidates.

This process takes variable amounts of time; four months from enrollment to certification is usual in many programs. The time spent may be longer or shorter, depending upon the level of the individual's skills and the design and requirements of the program. But the core of the programs are new certification requirements, described below.

Certification Requirements

Attainment in two major areas, basic skills and special skills, are recognized by each program as the requirements for certification. Generally, **basic skills** includes achievement to specified criteria in areas of reading, writing, and computation and other content areas deemed basic information for adults, such as health, citizenship, and self awareness, as well as occupational knowledge and social or interpersonal skills. But programs state both the requirements and level of performance or standards differently and assess accordingly.

For example, reading performance is required by each program. In the New York model, candidates must demonstrate mastery on nine reading subtests, including a matrix, a lease, an application form and road signs. Reading level is not specified, but mastery of each type of reading is required. Texas requires a Level Three score on the Adult Performance Level Test as evidence of reading ability, and reading skills are also tested in the content area measures and life skills tasks. The New Jersey MAECOM program requires a 10.5 reading level score on the Test of Adult Basic Education (the TABE); and New Bedford uses locally developed narrative paragraphs for testing to the standard defined as "high school level reading achievement." Thus, programs vary from the most specific standard (New York) to the most vague standard (New Bedford).

This single example of reading requirements can be extended to include much variation in the interpretation of what is meant by "basic skills" in each program, and the standard of performance expected. Additionally, the programs vary in their recognition of adult "life skills" requirements. Both Texas and New York stress application of reading skills in adult life related stimuli. Candidates read maps, application forms, and materials such as first aid manuals and insurance policies. The MAECOM and the New Bedford programs, however, essentially reward academic performance in reading, such as that required of school-age youth. For example, the reading stimuli are academic material tested in a multiple choice format. The assumption is that successful reading skills transfer to materials that are common to adult like.

Not only do programs differ in their basic skills requirements, but also in the area of "special skills" which are recognized and evaluated in the process of earning a diploma.

Special skills are also identified as requirements for certification. These might include documentation of experience or prior learning in occupational or avocational areas, or college readiness, military experience, or travel, for example. The recognition of skills learned through experience is a vital component in all non-traditional diploma programs, but two predominent philosophies result in different certification requirements as well as different assessment techniques. Thus, the competency-based programs (New York and Texas) primarily recognize credit for prior learning while the credit programs (New Bedford and New Jersey) primarily recognize credit for prior experience. Briefly, the differences are these:

Credit for prior learning — the underlying assumption is that an experience results in skills that can be assessed. Therefore, typing and welding learned in the military can currently be assessed by experts through applied performance tests.

Credit for prior experience — this is not unlike credit for academic attendance. The underlying assumption is that the experience (i.e., the military) itself was valuable and contributed to one's general education.

There are advantages and disadvantages to each approach. While crediting prior learning assures that a candidate for a diploma presently can demonstrate skills learned informally, this method may be time consuming and may require the use of experts in a wide variety of areas that candidates request assessment. The advantage of crediting prior experience is that most adults have participated in some activity which can be determined to be worthwhile and can be documented. Transcripts, for instance, rather than performance tests, can be evaluated for Carnegie credits. The disadvantage is that specific learning outcome may not have to be identified and no current assessment verifies these skills. French language studied ten years ago is creditable in this system whether or not the ability to speak the language remains.

The models described in this paper illustrate differences. The New Bedford and New Jersey models allow the greatest flexibility in giving credit for experience. Eleven areas in the New Bedford program are accepted for a total of nine possible elective Carnegie credits, and New Jersey allows up to ten credits for work experience, and up to thirty for apprenticeship activity. Both programs credit military experience, for example.

Since the New York and Texas programs accent prior learning that can be presently assessed, no credit for military experience would be given. Skills learned in the military, however, could be assessed in these programs as part of the occupational/vocational option.

Another primary difference between these programs is the form of record keeping used. Regardless of the kind and level of performance of basic and special skills required for demonstrations, learner progress and transcripts must be recorded. The choices are (1) Carnegie units or credits, or (2) competency statements and criteria, or (3) a combination of competencies, and credits or units.

There are advantages and disadvantages to each method. Carnegie units or credits are familiar and acceptable terminologies, but they do not convey learning outcomes clearly (for instance, English 1 does not report what skills have been achieved). Competency statements, while clearly reporting achievement (for example, "can read maps, charts, directions, legal documents") is a new approach to record keeping and in limited use at this time. The choice of a record keeping system effects both what type of learning is assessed and the type of evidence or documentation that is presented for evaluation. The New York and Texas programs record competens; the New Jersey and the New Bedford models, Carnegie units or credits.

Requirements for certification have been established in one of three ways (1) invoking state requirements for certification (i.e., New Jersey), (2) invoking local requirements (i.e., New Bedford), and (3) creating new requirements using research data or adopting existing models, with appropriate state and local approval (i.e., New York and Texas).

Types of Instruction

The most significant differences in instruction exist between the New York model which is a non-instructional assessment system, and the other three, which integrate instruction into the assessment process. The assumption in the New York program is that candidates, after diagnosis and with an explicit learning prescription, can avail themselves of all sorts of community-d learning activities, (formal and informal) and use a variety of persons to teach them what they need to know. Over 2,500 graduates of the program in that state have found it possible to take responsibility for their own learning in this fashion.

The Texas program modeled its assessment process on New York's, but its strong instructional component is a direct result of the APL study, which identified specific instructional objectives for functionally competent adults. This competency-based instructional program is self paced, and individual, and is available for large class, small group or independent study.

New Bedford uses a variety of instructional approaches, including special tutoring, independent and selfpaced learning. However, it is the only model that requires attendance in a formal class: this requirement is fulfilled by attending an evening high school course for a 12-week enrollment period.

Candidates in New Jersey choose from several options — formal class participation, self instruction, on-job training, and mentor/learner contracts. For the most part, flexible learning arrangements are the trademark of these programs.

Candidates are offered a variety of opportunities for learning, both formally and informally, which is a great contribution to the field of adult education as a whole, for it emphasizes an array of strategies that work well with adults

Types of Assessment

This is the component in which the New York model is the most creative, since all staff efforts are expended here, but other programs also use a variety of methods as well. In the area of basic skills assessment, the New York model has developed a series of three takehome tasks, and developed two oral interviews to assess the sixty-four basic competencies required for certification. These tasks stress application of skills related to solving a problem familiar to adults such as making an informed consumer choice, finding a new place to live, or preparing for a job hunt. Tests emphasize analysis rather than recall, elicit written and spoken responses as well as demonstration of skills, and provide repeated opportunity to demonstrate required competencies without penalty.

Extensive scoring manuals used by trained assessors assure a high degree of inter-rater reliability in scoring throughout this state-wide model. The process of assessment of occupational skills judgment by community experts, using written criteria, in on-site evaluations, in applied performance tests. The Texas APL program makes extensive use of the Adult Performance Level Test, as multiple choice exam, as well as assessment of life skills activities, which are applied performance demonstrations. Product assessments such as examples of crafts are also evaluated, as they are in the New York program.

New Bedford uses locally developed paper and pencil tests exclusively for assessment of its basic skills requirements, and the contexts are academic. Reading, Math and English basic skills are defined for the New Jersey program by items on the Test of Adult Basic Education or the TABE, and the mode of assessment is a multiple choice test.

It is clear the "performance" is interpreted differently in the four programs as they assess basic skills. The chief differences are choices of context (academic versus adult oriented problems) and the interpretation of "application" (a multiple choice test on measurement fluids, or measuring fluids, using measuring cups filled with water).

In the special skills areas, varieties of evidence are evaluated too. New Bedford candidates write reports on skills learned in the eleven elective areas, as well as present evidence of employment through letters from the employer, portfolios of photographs as evidence of travel, and items made in the home such as examples of carpentry or home sewing, for evaluation. Transcripts of prior course work, military discharge papers, and letters of evidence document achievement in special skills areas, whichare then evaluated for Carnegie credit by the program staff. New Jersey accepts much the same variety of evidence, but uses outside experts to make judgments and uses criteria written prior to examination of the evidence for awarding credit in special skills areas. Texas and New York also use local craftspersons to evaluate occupational skills, using written standards developed by experts in the field.

The chief difference in practices is the degree to which the standards or criteria for assessment are (1) specifically stated to insure the reliability of assessment across raters, and (2) written prior to any assessment session, another condition which assists in increasing reliable assessments of candidates. The four models vary on this important point. The New York program has the most specific and extensive scoring protocols, and New Bedford has the most vague. Idiosyncratic crediting determinations can occur in the absence of explicit criteria, contributing to low rater reliability. For example, the written description by a candidate of skills used in home management will vary from person to person, for each will select to report those of primary concern to that individual. A system which gives a fraction of a Carnegie credit for each skill listed tends to be highly arbitrary and subject to inflation through coaching by an assessor, unless clear criteria are written to standardize the procedure.

The array of techniques used in assessment is particularly encouraging. Paper and pencil multiple choice tests are not the predominant mode of assessment across the four programs. Although assessment practices vary in sophistication and in reliability, these models are attempting to expand the type of measurement techniques used with adults. New credentialing programs could benefit from a federal initiative in the further development of reliable and valid applied performance tests for the competency assessment of adults.

Conclusion

This paper has discussed, in a very abbreviated fashion, some major differences in the characteristics of four adult credentialing programs. These are differences in the certification requirements and standards, the types of instruction available, the techniques of assessment used, and the choice of record keeping practices.

Each program has strengths and weaknesses, but all are successful in creating an alternative to reach adults who are eligible but presently not participating in adult education. The programs are designed to assess and credit skills possessed by competent adults and identify and refer them to appropriate learning activities based on their needs; acknowledging that learning is valued regardless of its origin.

Moreover, the organizational structures permit a high degree of individualization of service. A variety of instructional approaches are emphasized in those programs that provide it. In contrast, the New York program tests a radically different notion of delivery systems and services in adult education. It shifts responsibility for instruction to the learner, and encourages a wide array of persons and community facilities to become involved in both instruction and assessment. Flexibility in modes of assessment and in the scheduling of assessment better fits many adult life situations.

Another major feature of these models is the recognition that occupational and avocational skills are fully as creditable as basic skills when adults are seeking diplomas. This emphasis gives a broader interpretation of "competent adults" than is afforded then when certification requirements stress only academic performance.

In short, new adult credentialing programs are an encouraging addition to the field of adult education. Both the New York and Texas models have recently passed the rigorous evaluation of the Joint Dissemination Review Panel of the United StatesOffice of Education. These are the first adult education programs to be so recognized. As members of the National Diffusion Network, they are able to disseminate good practice across the country. Whether these programs and others like them can effect a significant impact on participation rates in adult education is still an unanswered question; the programs are too new. But they are clear indicators of exciting changes in certification requirements, instructional practice, and in assessment techniques associated with high school credentialing.

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THE CBAE PROCESS:
A Model for Basic Skills Programming in New Jersey

by Virginia Wallace and Joann La Perla Berg

As CBAE has made the transition from theory to practice, a considerable amount of developmental work has been done to make CBAE viable in the classroom; however, the bulk of development in CBAE has been concerned with content: curricula, materials, assessment instruments. Very little attention has been given to CBAE as a **process,** a means of integrating basic skills with the learner's experience, goals, and aspirations.

In New Jersey, while content has not been overlooked, the emphasis has been on CBAE as a process: a means of identifying and analyzing the learner's needs and designing an instructional program to meet those needs as specifically and personally as possible. CBAE can thus be defined as a personalized/individualized educational process through which an adult develops and demonstrates the basic (reading, writing, computational) and process (problem-solving, interpersonal relations) skills as they apply to information necessary to carrying out real life functions.*

In defining CBAE as a process, we are faced with implications for the instructional program that are profoundly different from those that result when CBAE is expressed as a series of predetermined content areas. In a content-oriented approach, the student chooses from among several subjects according to his interests or needs. Each subject comes with clearly delineated bojectives, often scope and sequence charts, and evaluate tools: when you can do x, y, and z, you will be competent in this subject. The objectives are in effect imposed upon the student, and his exercise of choice is restricted to deciding which subjects he wishes to study. The criteria for competency are likewise predetermined, and the student has no input in either the development of the objectives or the definition of competency.

In a process-oriented approach, the learner himself helps to determine not only the general subject area (e.g. banking, shopping, health care, housing) but also the objectives or steps within that subject area which he wishes to master. It is the learner, not the content area, which defines the competency to be achieved. Degrees of desired mastery will vary from learner to learner; in the area of housing, for instance, one learner may need information on mortgages, real estate agents, and property taxes; another may need to learn how to read a lease and how to take legal action against a landlord; still another may need to practice reading classified advertisements; and yet another may only need to know how to write his or her apartment number on a rent check. To hand these different learners a package on "housing," to say "when you can do all these things you will be competent in the area of housing," is to allow the content rather than the learner to dominate the learning situation. By paying close attention to the learner's needs, asking why he wants to learn a subject, where he will use the information, what he needs to be able to do with it, and how will he need to be able to do it, we can avoid falling into a content-dominated learning situation.

The typical program is in fact content-dominated, whether the content is coping skills or basic skills. If CBAE means simply adopting a coping skills curriculum, that curriculum can be placed wholesale into the existing program structure with a minimum of disruption. When CBAE is used to describe a process, however, it has ramifications for the entire program which reach beyond curriculum and affect organization, structure, staff utilization, scheduling, resources — in short, every element of programming. In New Jersey, CBAE is viewed as an organized approach to effective programming which is central to any adult education effort.

Traditionally the adult education programs throughout New Jersey have been organized around a funding source. Teachers and students have identified with High School Completion programs or ABE programs depending upon where the monies came from. A student in an ABE class therefore has been in a separate program from a student preparing for the GED test, and ABE and GED teachers traditionally have taught math, language and reading skills to a specific grade level. It has not been uncommon for ABE and GED classes to exist in rooms next door to each other but to function completely independently. In addition to funding source divisions, other somewhat arbitrary conditions have been noted which exist more for the convenience of the organization than for the benefit of the learner. Some of these include:

1. Program with time limitations. (e.g., 10 week GED prep course).
2. Classes organized solely around subject areas.
3. Classes which teach skills in isolation.
4. Teachers from the K-12 system who use techniques and/or materials appropriate for children.
5. "Individualized" programs which depend on prepackaged prescription sheets or checklists.
6. Intake processes which labeled students according to reading level.

To implement a genuine CBAE approach we must learn to redirect our attention from arbitrary categories and refocus on the learner. Our functional definition of CBAE leads us to begin looking at a process that integrates basic skills with learner-generated objectives rather than content-oriented program with predetermined objectives. The adult learner becomes involved in a personalized educational process which emphasizes the achievement of demonstrated outcomes significant to each individual learner.

This position was articulated by a task force formed in 1979 by the Bureau of Adult, Continuing, Community Education, New Jersey State Department of Education.* This task force set out to define the paradigmatic program using the CBAE process as a model and identifying those components which are integral to personalizing education from both the program and the learner's point of view. The model was described as a flexible program with maximum use of all learning options. It was hoped that a clear and specific description of the CBAE process would provide local programs with some tools to modify their existing activities and structures to allow a more personalized delivery system. The following description of necessary CBAE components was first set forth in a document produced by the CBAE Task Force entitled **CBAE: An Organized Approach to Effective Programming in New Jersey.** We will first outline the components necessary from the learner's point of view; and then move on to explore the programmatic aspects which allow competency-based learning to flourish.

Necessary Learner Components

1. Assessment of Learner Needs and Interests

Personalized instruction translates the learner's needs, interests, and life aspirations into meaningful attainable goals and objectives. Through a careful couseling process the learner helps establish his/her goals and objectives. The assessment process can be of a formal or informal nature carried out by a counselor, a teacher or an administrator.

2. Diagnosis of Student Strengths and Weaknesses.

Instructional programming which capitalizes on the individual's strengths and remedies specific areas of weakness, will promote successful learning and encourage adult learner. In a CBAE program diagnosis deals not only with basic skills but in so far as possible includes diagnosis of process skills. Like the needs assessment, the skills diagnosis can be formal or informal. Again, how and by whom the diagnostic process is carried out is of no consequence. However, the diagnosis is essential to the development of an individualized program.

3. Development of a Persnalized/Individualized Learning Plan/Contract with the Adult

The satisfied adult learner is the adult who sees meaning and utility in what he/she is learning. In a CBAE program, a personalized/individualized learning plan must be developed on the basis of the information obtained from the assessment and diagnosis. Therefore, the plan is based on the following components:

a. Learning outcomes related directly to personal goals and objectives and based on the development of skills and information needed by the adult to achieve the goals and objectives.

b. Learning resources available to assist in the development of skills and information. Such resources include instructional materials, people, places, etc.

c. Learning activities to be utilized. A detailed and sequential series of activities must be designed to enable the learner to obtain the skills and knowledge necessary to achieve his/her stated outcomes.

d. Instructional approaches based on the learner's preference and learning style.

e. Indicators that learning outcomes are being achieved. Such indicators are not limited to a paper and pencil test but may include the successful performance of real life tasks such as opening a checking account.

4. Continuous Assessment, Diagnosis and Modification of the Learning Plan, Including Feedback to the Adult Regarding his/her progress.

As learning takes place, needs, interests and aspirations change, and along with these, goals and objectives also change. To account for the learning which occurs both within and without the instructional program, continuous diagnosis is essential. Through a viable system of learner/instructor feedback, the instructional plan is continuously modified to accommodate revised goals or achieved learning.

Necessary Program Components

1. Ongoing Recruitment/Student Follow-up.

Ongoing recruitment involves the continuous use of a variety of techniques such as announcements in the newspapers, radio announcements, brochures, posters, flyers, word of mouth, direct recruitment by staff, paid recruiters, referrals from other agencies, recruitment by cooperating or cosponsoring groups or agencies, etc. Student follow-up is conducted on a continuous basis to identify why the student has left the instructional program and to explore alternatives to program completion.

2. Open Enrollment/Open Exit.

Students enroll anytime during the year, work at their own pace and complete their program when they have met their goals.

3. Integration of Programming

ABE, GED, Adult High School and Life Skills are integrated regardless of funding source and reporting requirements. ESL also integrated into this basic programming when appropriate. Learners have access to the teacher time, resources, curricula, learning activities, etc., of all adult education programming.

4. Utilization of a Variety of Learning Options.

All learning options within the program and the community are used. Examples of these options include adult/community education programming, library services, social service agencies, colleges and community colleges, business and industry, church offerings, apprenticeships, television, etc.

5. Integration of Counseling.

The counseling process is integrated into all aspects of programming. Sound counseling practices and techniques are an integral part of intake, assessment, instructional planning and programming in CBAE. They are not restricted to a specific staff member, time or place. Counseling in the informal or formal sense can be accomplished by a counselor, teacher, administrator or peer.

6. **Ongoing Staff Development/ Communications.**

Staff development activities are designed in accordance with the philosophy of CBAE, i.e., personalized/individualized, flexible and optional.

Communication among all staff members is necessary to provide access to a maximum number of learning opportunities. Staff members need to share information on student interest, achievements, resources, successful activities, etc.

7. **Cooperative Planning**

All staff members are involved in developing the program and coordinating the various program components and processes. The staff understands the concept of integration and makes a commitment to staff development, open communication, and flexibility. Staff members cooperate in establishing program goals and planning strategies to meet these goals.

8. **Utilization of Time**

Utilization of instructional time is flexible to allow for teacher/student conferences, counseling, preparing personalized learning plans, obtaining appropriate resources, communicating with other staff members and evaluating the program. Time is planned into every teacher's schedule for these activities.

9. **Materials**

A variety of appropriate curricular/instructional materials is available and easily accessible to all teachers. To effectively meet the individual needs of the student, materials are on a variety of subjects at various skill levels. Materials are housed and organized so that all teachers can easily obtain those suitable to the particular learning activity. CBAE is not simply a function of using a particular type of material with a coping-skills content; it is the **way** the materials are used (in accordance with personal needs and goals) that is important.

10. **Student Records**

A student record system is established for managing individual student learning programs and for reporting student progress. The system documents personalized learning plans, student activities, progress in skill areas, and statistical information.

11. **Student Recognition**

A system is established for recognizing student progress and accomplishment, such as certificates, academic credit, diplomas, etc.

12. **Ongoing Program Evaluation.**

The program is continually assessed to see that it contains components and to make adjustments where necessary. This assessment includes evaluation by program staff and administration, students and AERC's.

No definition or model can even be complete, particularly when one is considering a process. The model we have outlined was conceived as a part of a process and is itself subject to continuous modification and refinement as it is exposed to implementation and as our knowledge, attitudes and values change. The model has been used by local programs as a guideline for development and as a tool for self-assessment. As our experience with implementing CBAE grows so will our ability to articulate and strengthen the concept of process as the essential core of competency-based education.

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ADMINISTRATIVE ISSUES IN CBAE: Fairy Tales, The In-Betweens, and Reality

by Carol Kasworm

Administrators in adult basic education are often cautious about significant changes. Just as the fairy tale noted the impact of the first man's efforts, many administrators are wary of bringing new innovations into their programs. They have many political and operational constituencies to collaborate with and to satisfy. High-risk activities are seriously evaluated in terms of program success and future positive impact. Program survival and future growth are key screening perspectives for all modifications of a functioning program. For administrators in the first category, there continues to be major questioning of the basic nature, process and programmatic involvement in competency-based adult education. These key issues included:

1. What does competency-based really mean for a program administrator? Focused program outcomes, accountability of the teaching-learning approach, at first glance, seem to be an appealing program goal, but what does it mean in terms of changing the functioning program and personnel? Adult basic education programs already have a highly transient student population. Does this open-entry and open-exit program create a more significant need for full-time staff, including counselors or assessors? Does this concept require a lot of re-training of personnel and significant modification of administrative procedures and reporting systems and higher funding levels?
2. What is functional competency? Is it another term searching for a lasting definition? Is it truly operational in a regular program environment? Will the notion of functional competency be an eventual impediment in the large concerns of the under-educated adult? Which of the present varied definitions and research bases regarding functional competency is the most appropriate one for the program?
3. Is CBAE just another form of the "creaming process" of current adult basic education efforts? Hunter and Harmons' book (1979), **Adult Illiteracy in the United States,** notes the lack of serving the low-level illiterate with multiple problems of poverty. There are indications that the pilot CBAE efforts work well with the present traditional ABE learner, but they do not demonstrate the ability to recruit and better serve the nontraditional, "absent" ABE learner. Some critics have raised serious issue that CBAE is an inappropriate process for the truly hard-core undereducated adult.
4. Doesn't CBAE require drastic changes in perspectives and structures? Is it (CBAE) so important that it is worth the long hard road to change staffing and procedures? Are the costs worth the benefits? State directors of adult education note continuing concern for rising inflation, tax cutbacks and in ability, in some states, to gain appropriate funding levels. CBAE does require strong commitment, reallocation of resources and perseverance while in a continually changing environment. Many were wary regarding time and effort for the results. In other words, there were administrators who wanted more supporting data before taking the risk.
5. What is the best program model for CBAE? Many administrators are searching for "the" answer. In the case of CBAE, there have been very few years since its programmatic inception to experiment and evaluate the results. There are a wide variety of local and state efforts which each represent either a form of confusion or diversity to the administrators. Most states and local programs have eccentricities to their funding, staffing, and administration. At this time, there are a variety of CBAE alternatives in process, but no one program is attempting to claim they have found the solution.

The In-Betweeners

The in-betweeners represent a significant number of adult educators who believe that life skills instruction should be integrated into traditional basic skills curriculum and who believe that CBAE approach can bring positive retention of students and be a more valued approach for students bringing their present illiterate world to a more functional, effective life orientation. However, these administrators are considering adding either components of a CBAE effort or are piloting projects to both test and refine their potential CBAE program efforts. Whereas the observer group raised significant generic questions, these administrators have more specific issues of concern and are seeking specific solutions. They have one foot in the consideration stage and one foot in the commitment stage of CBAE activities.

Instructional-Curriculum Considerations

CBAE High School Diploma Alternatives. Although CBAE does span all areas of adult education, the strong pioneering efforts of competency based high school diploma programs (APL, New York External High School diploma, California CALCOMP and local-based alternative high school diplomas) and their available models and materials in assessment and curriculum, have created broader involvement and interest of adult educators in CBAE high school diploma program alternatives. For example, as of November, 1978, 23 states reported CBAE diploma programs in development or operation at 90 different sites (Nickse, in press). This investment in an alternative high school diploma program has raised concerns regarding 1) articulation of competencies with academic Carnegie unit credit, 2) relationship or incorporation of a G.E.D. program with CBHSD (competency based high school diploma) programs, 3) state and local high school graduation requirements, 4) strategies to gain endorsement and support by secondary school districts and 5) credibility of the diploma to business/industry and post-secondary institutions. Present CBHSD programs have each dealt with these issues in different ways and have created a variety of differing solutions.

In 1978, the U.S. Office of Education sponsored the Invitational Workshop on Adult Competency Education in New Orleans. This workshop was the first national effort to bring together, under the banner of CBAE, the state directors of adult education, key individuals in programmatic CBAE efforts and other federal, state, local and university-related adult education personnel. During this workshop, there were efforts to develop awareness, to share insights and to create consensus on a variety of issues and future programmatic efforts. Key inputs included an overview of the current state of CBAE by Dr. Joan Fischer and the results of a delphi study of administrators regarding issues in CBAE by Dr. Paul Taylor (Report of the USOE Invitational Workshop on Adult Competency Education, 1978; Parker & Taylor, 1980). The intervening two years since this workshop have seen many new local and state efforts. Yet, the key issues in these two national workshops of 1978 and 1980 appear to be the same face with a few new wrinkles in terms of a more specific, tangible focus of concern; a broader, more diversified audience and clientele; and a more sophisticated level of understanding and expertise. In reviewing the current breadth and depth of administrative concerns, the current nature and status of administrative issues are differentiated by the functional involvement of key administrators. From my vantage point, I perceive three major administrator groupings or levels of commitment to CBAE. These groupings include the "fairy tale" observer who raises questions regarding the basic nature and function of the approach, the "hybrid in-betweener" who is considering and seeking solutions as he/she moves from traditional basic education to CBAE efforts, and the "committed investor" in the reality of CBAE who is institutionalizing CBAE within adult basic education programs.

Fairy Tale Observers

As a recent addition to the adult education scene, there are those adult education administrators who view competency-based adult education as a fad, who have serious philosophical questions with the process or who desire to not join the activities until it has proven itself. These individuals could well identify with the following analogy, the **Fairy Tale of the Watermelon Hunter.**

> "Once upon a time there was a man who strayed, from his own country, into the world known as the Land of Fools.
>
> He soon saw a number of people flying in terror from a field where they had been trying to reap wheat. "There was a monster in that field," they told him. He looked, and saw that it was a watermelon.
>
> He offered to kill the "monster" for them. When he had cut the melon from its stalk, he took a slice and began to eat it. The people became even more terrified of him than they had been of the melon. They drove him away with pitchfork, crying "He will kill us next, unless we get rid of him."
>
> It so happened that at another time another man also strayed into the Land of Fools, and the same thing started to happen to him. But instead of offering to help them with the "monster," he agreed with them that it must be dangerous, and by tiptoeing away from it with them he gained their confidence. He spent a long time with them in their houses until he could teach them little by little, the basic facts which would enable them not only to lose their fear of melons, but even to cultivate them themselves."
>
> (Sufi teaching story. Indries Shah)

Infusion of CBAE into ABE, ESL, and other programmatic alternatives. Many state and local programs are incorporating CBAE into low-level literacy, GED-oriented, ESL, and vocational-oriented adult programs. The incorporation of CBAE into these areas has created significant programmatic developments with regards to restructuring instruction, entry assessment/diagnostic techniques, staff re-training, curriculum materials development, post-assessment accountability and individualized record keeping. However, these beginning efforts have noted positive results in both recruitment and retention.

Instructional Materials and Systems.

CBAE requires appropriate instructional strategies, assessment instrumentation, alternative materials, and trained staff. Administrators are analyzing their level of present capability and the priority areas to either upgrade or modify practices. The greatest difficulty in this area is understanding the concept as it is operationalized in an "open-entry" and exit" sclassroom environment. CBAE exemplifies the belief in serving the individual skill and interest level of the adult learner. This stance places demands upon the present instructional counseling staff to effectively practice those beliefs regarding the uniqueness of the adult learner.

Administration Process Considerations

"Re-inventing the wheel" syndrome. Astute administrators are seeking proven solutions to this transition into a CBAE process. They desire to be efficient and effective in bringing change and wish to maximize their resources in the program. Many administrators are hopeful that others have taken the leadership, fought the battles, and won the war. Thus, many current administrators in this "in-between" status are seeking answers regarding CBAE components which can be easily adapted to their own educational environments. For example, the State Director of Adult Education in New York has formed a "Super Snoop Troop." This group of individuals are investigating on-site CBAE programs throughout the country, for input into their own state efforts. Several administrators are also seriously evaluating dissemination activities, professional conferences and national staff development exchange for CBAE training and dialogue.

Policy and Procedural Solutions.

Of the many areas of concern, adaptation of administrative policy and procedures to CBAE offer very specific problems. This open-entry, open-exit individualized instruction and assessment with competency orientation does not fit into the traditional practices of adult basic education programs. Present data collection procedures assume a grade level orientation. State and federal report forms require categorization of student participation and their progress through grade skill level descriptors. CBAE programs do not conform to these circumstances.

Fiscal accountability is also a difficult area to translate into a CBAE framework. Whether a local or state program requires an ADA (average daily attendance), quarterly, or yearly count of student numbers, the CBAE system does not hold traditional classes of a certain duration. Thus matching up financial support with instructional activity becomes a test of an administrator's ingenuity. Further, CBAE process places emphasis on assessment, a notion presently not incorporated into funding support and instructional packages.

Diversity versus oneness.

A CBAE program cannot be introduced and evaluated on a "piecemeal" basis. Its effectiveness is directly correlated to the totality of the process and its relation to collateral programs. Administrators face complex decisions in attempting to mesh non-CBAE and CBAE programs under one umbrella program. Part of these difficulties rest with professional "turf" and identity, part with the fear of change in any system, part with the difficulty of communicating these new alternatives to students, to cooperating human service programs, and to the general public, and partly with the risk of commitment to a new approach. Of most concern, commitment to CBAE is not a fail-safe system; once you have jumped into the process you cannot return to the same old approaches and procedures. The knowledge and skills of CBAE dramatically influence staff and students. Most administrators have voiced the belief in developing CBAE as an alternative process in their current programs. Most view CBAE as one programmatic alternative, allowing for both the diversity of program alternatives while also supporting the need for a unity concept within a CBAE process.

The Committed Investor

The group called the committed investors represents a cadre of individuals who have dedicated themselves and their programs to CBAE. As noted by one frustrated administrator, "There are the talkers, and then there are the doers!" This group are the ones who have taken the risk to commit to the CBAE process and who have had the years of implementing and refining the system to provide a range of alternative solutions or system-wide issues to the institutionalization of CBAE. Of those administrators who have worked with the CBAE process, several components and issues of an "institutionalization process" were presented at the 1980 Workshop. These included: 1) Community advisory committee involvement, 2) Development of a program statement of philosophy, 3) Concerns regarding assessment systems, 4) Staff development models, 5) Leadership for future growth of CBAE, 6) Coordinated institutional support and planning, 7) Future need for funding and legislation, and 8) Research and evaluation perspectives.

The use of a community advisory committee was cited as a key political strategy. Mr. Ron LeMay of Worcester, Massachusetts, Dr. Robert Rupert of Los Angeles, California and Dr. James Hardison of San Diego, California, each noted significant value of community leader groups as an advocacy arm for CBAE acceptance. Each of these communities had differing needs. One community advisory group was used to advocate acceptance of the proposed CB high school diploma program with the local school district board; another group was utilized to link the program with both the business community and other cooperating agencies; the third advisory group presented strong community support for the CBAE approach in decision-making negotiations. These administrators noted the major value of this selected community involvement to help support and to be a community-credible proponent of a new educational process.

Both California and New Jersey have developed program statements of philosophy regarding CBAE. These state/local administrators strongly support the effort to focus and solidify program goals and staff development efforts through this stance. Both the process and the direction of a philosophy statement has been a favorable addition to these programs and has been a key mechanism to communicate the key values related to incorporating a CBAE approach.

One of the most difficult dilemmas facing administrators is the development or identification of appropriate assessment systems and staff to conduct these assessments. First, there are few operational systems. Most models are based in a high school diploma program. Each of the models have certain idiosyncracies in relation to their environment or orientation. Secondly, most current funding policies do not acknowledge the assessment role as one part of the instructional process. Thirdly, there are imperative needs for credible, competent assessors during the initial development and refinement of the system. Current job titles, functions and funding procedures create difficulty in dealing effectively with these issues. Administrators state a strong recognition of the assessment function as necessary for the future success of a CBAE approach. They are paying close attention to this particular aspect and noting that the future impact and credibility of CBAE rests upon a well-developed and conducted assessment function.

A variety of alternative program models have been developed to successfully re-train staff and support administration in CBAE concepts. State wide programs have been offered through New Jersey, California, Illinois, and Florida. More specialized efforts have evolved through the National Diffusion Network (NDN) linkage of local adaptor sites and the NDN inclusion of the Texas-APL program, the New York External High School Program and the Clovis CBHSD program. San Diego, in an alternative approach, has established a laboratory training program which cycles staff in to one site program for training and sends them back to train their colleages at their home program sites. All of these models and other variations note the significance of staff awareness, commitment and skill. Competency-based education requires skills and knowledge of CBAE and the ability to bring assessment and individualization into the mainstream of instructional activity (Tibbetts & Westby-Gibson, 1979).

The nature and style of future leadership in CBAE is a perplexing issue for the "committed investors." All successful changes require a team effort, yet there is an articulated need for leadership to direct, encourage and reward these new efforts. Further, there is a desire for certain programs and persons to give some sense of direction and to prove the value of a model and CBAE component activities to others in the adult education field. What should be the role of the state director and staff, the federal staff, and the local program director? Of the many available options, which programs should be the "key pilot sites" for development and refinement of the CBAE efforts? Should the state encourage research into alternative CBAE models and validate their impact? Should programs accept current CBAE efforts for their own usage as opposed to experimenting with modified practices?

Alongside the question of leadership is the equally grave concern for coordinated institutional support and planning. There is an ever-pressing need for coordinated efforts between local and state programs and between other collateral agencies and adult education. CBAE will never be a successful venture, if it's treated like a "hothouse flower." The viability of CBAE is its potential value in linking functional skills with community resources, in linking CBAE with CETA and other human service programs, and in adapting CBAE to the unique groupings present at each local setting.

Future funding patterns and legislation are other key issues. Due to present legislated goals, the administrative reporting and funding policies and procedures of the state program, CBAE presents a new set of perspectives which require certain modification of legislation, staffing, funding, and administrative reporting activities. It views the instructional role from a different set of assumptions and outcomes. Those activities which will support, develop, fund, and evaluate its level of function must be modified to accept and promote these new structures and processes.

Finally, the state and federal levels should both stimulate and, as appropriate, mandate research and evaluation activities. Unfortunately local programs are often caught up in the basic process of generation and implementation of CBAE programs. Therefore, it is imperative that state and federal administrators encourage research activities ... activities in key adaptations and refinements of CBAE models, in development of new tools of curricula, instruction and assessment, and in new divergent research in defining the nature and role of functional competencies. The long-term vitality of CBAE will rest upon the continual evaluation of CBAE programs and the refinement of the CBAE elements for greater effectiveness. Investors in CBAE are actively requesting professional leadership in the promotion of evaluation and research systems to both define the impact and improve the outcome of CBAE programs.

Postscript

The reality of CBAE will continue to change with future involvement and diversification. Administrators represent the leadership to both guide and legitimize the process. Although 1980 perceptions view most administrators in an observer or in-betweener category, it is hoped that each year will view more adult educators stating commitment and programmatic involvement to CBAE.

I wish to express special appreciation to the 1980 Workshop, Administrative Issues panel. Their perspectives and concerns significantly influenced this discussion. The members included: Mr. Garrett Murphy, Director, Division of Continuing Education, New York Education Department; Mr. Barry Semple, Director, Bureau of Adult, Continuing, Community Education, New Jersey; Mr. Ron LeMay, Adult Learning Center, Worcester, Massachusetts; and Dr. James Hardison, Dean of Instruction, San Diego Community College, California.

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Competencies for Directors of Adult Continuing Education

by Joseph A. Bosco

The field of adult continuing education is a widely diverse enterprise carried out by many agencies, institutions, and organizations. Educational programs for adults are offered by business and industry, labor unions, libraries and museums, religious organizations, and volunteer service groups and organizations. Federal, State, and local government also maintain educational programs for adults through federal manpower development training programs, public schools, colleges, the armed services, and cooperative extension services (Smith, 1970). Combining all such programs designed for adults in the United States gives evidence that there are more adults attending some type of educational program today than young people in the formal system (London, 1970).

The enormity of the field of adult education is compounded by the fact that it has grown to its present size relatively rapidly with the major portion of its growth being within the past twenty to thirty years (London, 1970). This rapid expansion and great diversity in the adult education field has resulted in a discipline lacking in general goals and design.

In part, the secondary status and lack of general design is due to an insufficient number of trained career or full-time leaders in the field of adult education. Houle (1970) has described the educational personnel in adult education as being largely composed of part-time and volunteer staff.

Lowe (1975) considers the absence of highly qualified, full-time professional staff to be one of the main barriers to the improvement of adult education programs and to the initiation of new ones. He maintains that such a professional staff would be more capable of generating and spreading original ideas, planning and coordinating substantial programs, and raising the general level of administrative, organizational, and teaching competence. "The evidence is quite conclusive that no single factor is more conducive to the quickening of activity than the appointment of a full-time staff" (Lowe, 1975, p.20).

The aim of this research was to identify, classify, and rank the knowledge, skills, and attitudes appropriate for directors of adult continuing education programs in New York State. This identificaion, classification, and ranking of the knowledges, skills, and

The aim of this research was to identify, classify, and rank the knowledge, skills, and attitudes appropriate for directors of adult continuing education programs in New York State. This identification, classification, and ranking of the knowledges, skills, and attitudes will provide a source of criteria for the selection of curriculum at the graduate level of training of directors of adult continuing education programs. This goal assumed the following:

1. A set of knowledge, skill, and attitude elements exist, and the possession of these by a person increases the likelihood of that person being more capable of performing in the administrative role of director of adult continuing education.
2. A portion of these knowledge, skill, and attitude elements can be identified, stated in operational terms, and promoted through instruction.

The procedures and methods proposed were based on assumptions included in role theory. Role theory includes several models and definitions useful for viewing, assessing, analyzing, and improving task performance (Lipham and Hoeh, 1974). "Roles are the dynamic aspect of the positions, offices, and status within an institution and they define the behavior of the role incumbents: (Linton, 1934, p. 14).

Roles are defined in the terms of role expectations. A role has certain obligations and responsibilities, termed "role expectations." When the role incumbent applies these obligations and responsibilities to his identified position or office he is said to be performing his role. The role expectations define for the incumbent, whoever he may be, what he should or should not do as long as he is the holder of a particular role (Campbell et al, 1971).

At this level of analysis, it is sufficient to perceive of the role incumbents as actors devoid of personalities or other individualizing characteristics, and to assume that all incumbents were exactly alike and would implement a given role in exactly the same way. This analysis permits certain gross understandings and predications of behavior in an organization (Campbell et al, 1971).

The researcher analyzed the knowledge, skill, and attitude elements required of directors of adult continuing education. The researcher employed the role analysis developed by Madry (1963). Given Madry's role description of the functions and responsibilities of directors of adult continuing education in public schools, determination and analysis of the knowledge, skill, and attitude elements required to perform each function were made. By identifying, classifying, and ranking the knowledge, skill, and attitude elements appropriate for the director in public school continuing education, the product of this section of the research will provide a curricular source for development of a graduate degree program in administration of adult continuing education.

The classification of the knowledge, skill, and attitude elements was made through the use of a classification grid (Figure 1). This grid relates the role functions of directors as described by Madry (1963), the domains of cognitive and affective learning (Bloom, 1956; Krathwohl, 1964), and the administrative performance processes as suggested by Johnson (1977). Through the use of the classification grid, the knowledge, skill, and attitude statements were categorized according to their appropriate role, administrative process, and domain cells.

In order to facilitate the classification of the competency statements and to make the classification grid less cumbersome, Madry's twelve function areas were combined into eight areas. The sub-headings and responsibilities were subsumed under the new listing, thus maintaining the integrity of Madry's work.

PROCEDURES

Phase I — Identification and Recording

The objective of Phase I was to identify and record the knowledge, skill, and attitude statements appropriate to directors of adult continuing education. The identification of these elements was accomplished through a search of the literature, university and college program descriptions and outlines, and State Education Department reports. The major source of statements was listings of objectives, goals, and competency statements found in university and college course outlines for programs in administration, supervision, and/or directorship of adult continuing education. A file of thirty (30) recorded programs in adult continuing education offered by colleges and universities in the United States was assembled, as well as the New York State Education Department, Division of Adult Education survey on personnel in Adult Education (1976), the University at Albany's proposed **Competency Based Program in Administration and Supervision** (1975), and the document compiled by the Committee on Professionalization of Supervisors and Curriculum Workers, New York State Association for Supervision and Curriculum Development, **The Supervisor and Curriculum Worker: Commitment and Competence** (1976). Statements of knowledge, skill, and/or attitude were extracted from these sources and recorded. Each statement identified was considered as a separate element.

Phase II — Validation of Role Description

The identified statements were classified into categories according to their relationship to Madry's (1963) description of role functions and responsibilities for the adult continuing education director. Since Madry's study was based on a national sample, the role description derived from that study was validated as to its appropriateness and inclusiveness to the role of director of adult continuing education in New York State Public schools. This validation was accomplished through the use of a twelve (12) member Advisory Committee.

The Advisory Committee was selected, using the following criteria:

(1) experience at the teaching level of adult education, or

(2) administrative experience at the director of adult continuing education level, or

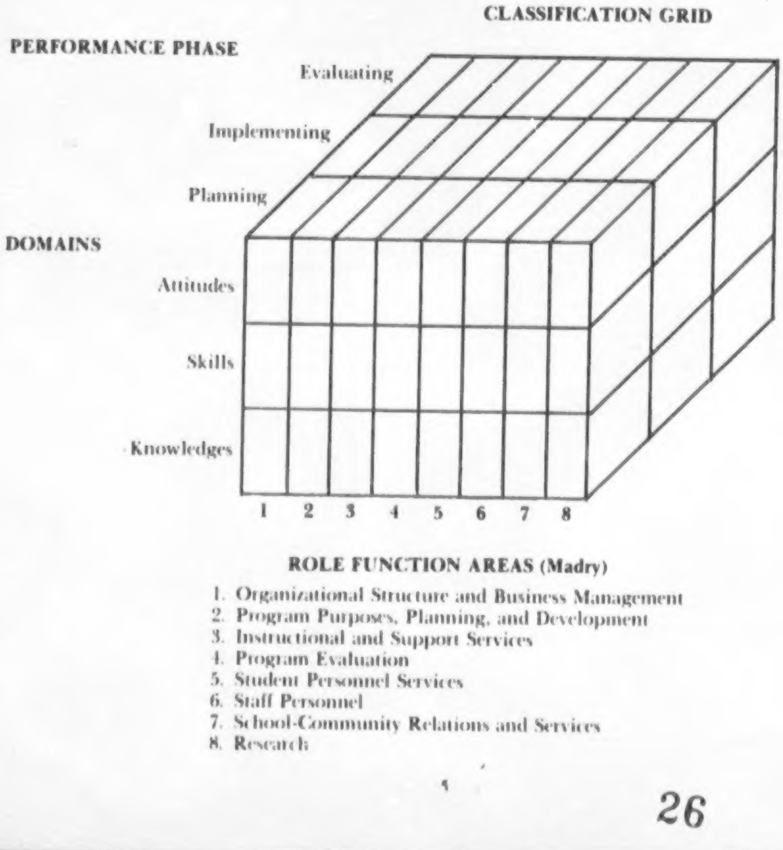
(3) experience at the State level in supervision and planning, or

(4) university experience in adult education, administration, and/or research. To achieve a balance of members representing all criteria, the committee was composed of three persons from the New York State Education Department, Division of Adult Continuing Education; three persons presently teaching in adult education; and three persons on the staff of the University at Albany having expertise in Adult Education and/or Administration.

The tasks of the committee were to (1) validate the Madry role description for the New York State Public School directors of adult continuing education, (2) classify the knowledge, skill, and attitude statements, using the classification grid, and (3) validate the synthesis process. The committee met as a group to accomplish these tasks and was asked to arrive at final decision concerning these tasks through the use of a consensus vote. A consensus vote was defined as a two-thirds majority

FIGURE I

MODEL FOR CLASSIFICATION OF ADMINISTRATIVE COMPETENCIES



1. Organizational Structure and Business Management
2. Program Purposes, Planning, and Development
3. Instructional and Support Services
4. Program Evaluation
5. Student Personnel Services
6. Staff Personnel
7. School-Community Relations and Services
8. Research

vote from each of the representative subgroups comprising the jury.

The validation of Madry's role description was accomplished through the committee's application of the following questions to the Madry description:

1. Is the Madry role function appropriate to the role perceived for public school directors of adult continuing education in New York State?
2. Is the Madry role function description inclusive to the role perceived for public school directors of adult continuing education in New York State?

The role function description and any revisions, additions, and corrections were considered valid upon a consensus vote.

Phase III — Classification of Identified Statements

The identified and recorded statements of knowledge, skills, and attitudes pertinent to adult continuing education directors were classified by the committee members. The identified statements were classified utilizing a three dimensional grid (see Figure 1) which related the validated role function description, the knowledge, skill, and attitude domains, and the administrative process components. The classification categories were considered appropriate upon a two-thirds consensus vote of the committee.

Phase IV — Synthesis of Classified Statements

The statements classified by the committee were reviewed, analyzed, and synthesized by the staff to eliminate redundant statements which appeared in the listing. Those classified statements found to have identical meaning were synthesized by the staff. The synthesis process used the Model of Predication developed by the author. An example of the proposed analysis and synthesis procedure is shown below.

Example: **Synthesis**

The director of adult and continuing education displays a (an)

A. **Knowledge** of the adult program; its new development and recent recommendations.

B. **Understanding** of the adult education programs, present development, and present plans.

> In statement A, the primary predication is "**knowledge** of."
>
> In statement B, the primary predication is "**understanding** of."

There are two secondary predications in Statement A: "new developments" and "recent recommendations." There are two secondary predications in statement B: "present development" and "present plans." The secondary predications of these two statements can be judged as equivalent, in that they both indicate a knowledge of the adult education program and its present and future aspects. In accordance with the above analysis, the two statements should be synthesized into one which states:

> The director of adult and continuing education displays a **knowledge** and **understanding** of the adult program, its recent developments, and its recent recommendations.

Phase V — Validation of Synthesized Statements

The synthesized listing of classified statements was submitted to the committee for validation of the synthesizing procedure. The committee was also asked to identify and classify additional statements not included in the original classification. These additional statements were synthesized where necessary. The two-thirds consensus vote was maintained for the synthesis validation procedure.

Phase VI — Development of Survey Instrument

An inventory was developed for the purpose of rating the classified statements of knowledge, skill, and attitude. The instrument contained a listing of the classified statements and a Likert scale ranging from 1-7, with 1 indicating a high priority statement and 7 indicating a low priority statement. Two additional categories were included to indicate statements which were ambiguous (9) and statements which are not relevant to the role of director (0).

To arrive at an indication as to the priority given the knowledge, skill, and attitude statements as perceived by directors of adult continuing education programs in New York State, the survey instrument was administered to a randomized sample of 310 directors of Adult Education in Community College, BOCES, and public school programs from a total identified population of 476 directors (SED 1976). The survey instrument was designed to ascertain demographic data including full or part-time job status of respondent, approximate income level of clients in programs, major source of funding for program, length of tenure in position, sex, age, certification area, and size of program. The selected sample population was followed up using standard survey methodology.

Phase VII — Ranking

Upon the return of the inventory instrument, the data was compiled and statistically analyzed to determine the relative ranking of the knowledge, skill, and attitude statements in each cell. Within each cell, the mean and standard deviation of the cell was computed and a three-tiered posting of the statement by cell was determined. The triad was "high need," "medium need," and "low need." The cut-off determination point for indicating "high need" was +1 standard deviation of the mean in the cell was used to indicate "medium need," and -1 standard deviation below mean of the cell was used to indicate "low need."

Results

Table I is a display of the population sampled in this study. Not all demographic factors are displayed because of the space limitations of this article; however, the key factors selected for display are indicative of the essence of the sample.

The next step in the research was the development of a survey instrument to be distributed to the sample population. The instrument was designed to contain a complete listing of the classified statements each of which was followed by a Likert scale ranging from 1-7, with 1 indicating a high priority statement and 7 indicating a low priority statement. Two additional categories (0 and 9) were included on the scale to allow respondents to indicate statements which were judged to be ambiguous (9) or statements perceived to be not relevant to the role of the director (0).

The instrument had two forms: X and Y. Each form had an identical listing of statements but on Form X the respondents were asked to judge the statements in relation to which knowledges, skills, and attitudes a director of adult education **should** have. Form Y asked the respondents to judge the statements in relation to which knowledges, skills, and attitudes directors of adult education presently **hold.** One half of the population sample was sent Form X and the other half sent Form Y.

TABLE I
POPULATION SAMPLE AND SELECTED DEMOGRAPHIC FACTORS

GENERAL

Program Type	No. Possible	No. Surveyed	% Surveyed
1. Two-year College	40	40	100%
2. BOCES	45	15	33%
3. Public Schools	390	225	65%
	475	310	

Sex	
1. Male	88%
2. Female	12%

Job Status	
1. Full-time	32.3%
2. Part-time	67.7%

Length of Time in Position	
1. 1-5 yrs.	46%
2. 6-10 yrs.	34%
3. 11-20 yrs.	16%
4. 21+	4%

Age	
1. 20-40	35%
2. 41-50	28%
3. 50+	37%

Credit Hours in Adult Education	
1. 0	55%
2. 1-6 hrs.	22%
3. 7-12 hrs.	9%
4. 13-18 hrs.	12%
5. Degree in AE	2%

The next step was to rank the knowledge, skill, and attitude statements to determine if there were any differences in the rankings by adult education directors of differing position titles, length of time in position, age, degrees held, program size, credit hours in adult education, and type of program administered. To make this determination, a mean score was established for each of the items in each inventory X and Y. This procedure was done for the total sample and by position title, length of time in position, age, degrees held, program size, credit hours in adult education, and type of program administered.

The difference in the mean of survey X, administrators can do, from the mean of survey Y, administrators should do, indicated the degree of need for the knowledge, skill, or attitude statements. The larger the need indicator, the higher the ranking, with 1 being used to demote the greatest difference between the survey Y statement mean and the X statement mean.

In Table II, a comparison of each statement classified as Personal Traits is made among the entire sample ranking of New York State adult education directors and those holding the position 1-5 years, 6-10 years, and 11-15 years. On the left side of the table is shown the ranking as determined from the entire sample of adult education directors, the classification of the statement, and the number of the statement as found in the survey.

The listing of statements classified as being Personal Traits (0.0.0) have been divided into thirds, with the top one-third determined to be high priority statements, the middle third being medium priority statements, and the lowest third being determined to be the lowest priority statements.

TABLE II
PERSONAL TRAITS LISTED IN TOTAL RANK ORDER WITH CELL
(21 ITEMS)

Rank Within Cell	Class	No. In Survey	Ranking in Sub-group ******High Priority ****** Statement	Rank by Length of Time in Position 1-5 years	6-10 years	11-15 years
1	0.1.5 a	5	Understanding of himself so as to understand the interaction that his prejudices and values have upon his own judgments and actions.	1	8.5	5
2	0.3.2 s	20	Ability to accept criticism gracefully	3	5	2.5
3	0.2.8 s	17	Ability to effectively communicate with others utilizing a variety of communicative techniques.	2	7	19
4	0.2.2 s	11	Ability to present, explain, or clarify ideas in person-to-person and in group situations.	7	11	1
5	0.3.1 a	19	Social sensitivity and readiness to respond positively to members of all social, economic, and ethnic groups.	6	3	10.5
6	0.1.7 a	7	Understanding of the dynamic of human relations.	11.5	4	4
7	0.2.6 s	15	Ability to deal equitably with all individuals and groups.	8.2	6	10.5
			****** Medium Priority ******			
8	0.1.6 a	6	Disposition to co-operate with other people in planning, executing, and evaluating courses of action.	11.5	2	6
9	0.1.4 a	4	Honesty, integrity, tact, loyalty as exhibited in a basic philosophy of life.	4	12	8.5

10	0.1.8 a	8	A strong commitment to adult education.	5	16	14.5
11	0.2.4 s	13	Ability to apply leadership in group activities as a status leader or as a participant.	18	1	12
12	0.2.3 a	12	Self-direction that enables him to establish and maintain wholesome and satisfactory relationships.	8.3	13	8.5
13	0.1.9 a	9	A commitment for continuous learning.	13	16	14.5
14	0.2.1 a	10	Self-direction that enables him to assume responsibilities consistent with his values and skills.	8.3	15	16
			****** Low Priority ******			
15	0.2.9 sa	18	Ability and willingness to be on call to solve or aid in the solving of an emergency.	21	19	2.5
16	0.2.7 s	16	Ability to conduct meetings and conferences and direct group discussions.	17	10	13
17	0.2.5 a	14	Willingness to devote extra time to the adult education program and its activities.	14	17	17
18	0.1.3 k	3	Understanding of the nature and importance of communication and group process.	15	20	7
19	0.3.3 a	21	Tendency to think and inquire into problems of human concern.	16	14	18
20	0.1.1 a	1	Belief in the interdependence of people.	19	21	20.5
21	0.1.2 k	2	Awareness of the democratic aspiration and the humanistic traditions.	20	8.5	20.5

Because of space limitations, only one role factor and one demographic factor were selected for display. Other specific rankings in role factors cross ranked to a demographic factor can be secured on request. Please be specific as to your request in order to assure your getting the information you want.

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THE READING PEOPLE

Transferability of Skills and Competencies

by Nina Selz

Transferable skills are often overlooked. Most people have not learned to use what they already know in new and different situations and are more than likely unaware that they possess transferable skills. Having transferable skills and the ability to apply them when needed allows one to cope, to adapt, and to survive. Being able to transfer positively is probably one of the most important tools a person can possess.

Transfer is a process. It is the recalling-remembering-and pulling together of old learning upon some cue that allows one to perceive applicability to a new situation. Transfer is the process and application is the outcome.

Transfer is also the process allowing for adaptability, whether a person is adapting from school to work, job to job, or learning to life. Through transfer we can use past knowledge and experience to solve problems and to perform tasks successfully. Because we transfer we do not have to relearn everyday.

For many persons, solving problems and performing new tasks is difficult and often results in failure. We take trial and error approaches to coping with life in today's fast lane. We try to access new skills and knowledge in order to adapt and survive satisfactorily. We transfer little and ineffectively because we never learned to transfer. We were not taught that one solves problems in the same way even when the context changes from a personal problem at home to a technical one at work. Because the contexts differed we did not see that the same process is applicable.

Consider something as simple as adding or subtracting numbers. Hand calculators are in wide use today by students, workers, and shoppers. Because we use them often, it is easier to see that the process of arithmetic manipulation is the same whether one is balancing a checkbook, totaling number of hours worked, adding columns of figures, or figuring a budget.

Learning for many persons is task specific. This task is learned, that task, then another, and so on. Often tasks, especially when learned in a series, have identical or similar elements. When this is recognized, learning becomes easier. Transfer is taking place and transfer facilitates learning. The closer the tasks are in terms of what is recognizably familiar, the greater the positive transfer. Practicing old learning in multicontexts makes us transfer savvy.

What do we know about transfer?

The Transferable Skills and Occupational Adaptability Program, an NIE-sponsored project at the National Center for Research in Vocational Education at The Ohio State University, has been investigating aspects of transferability of skills and competencies since 1976. Based on research to date, we can state the following:

- All skills, knowledges and attitudes are potentially transferable.
- Most people have the capacity to transfer.
- Transferable skills are learned.
- The ability to transfer can be taught.
- Transfer is positive or negative.
- Practice strengthens transfer.

Transferable skills are those skills and competencies that are applicable across many situations. These are skills such as the ability to get along with others, to express oneself, to figure out better ways to get a job done, and to read, write, compute, and comprehend. The list of transferable skills is probably indefinite and would change with the demands of society. The skill to transfer is the ability to use, apply or generalize from prior learning. Learning to transfer is analogous to learning to learn; both can be taught, practiced, and built into one's repertoire of behavior.

Not only skills and competencies are transferable but also knowledge and attitudes. It is important today to have skills, knowledge and attitudes that are transferable. The more transferable skills, knowledge and attitudes a person possesses and can use, the better he or she can cope with change and perform successfully in his or her political, social, leisure, and work endeavors. Having transferable skills, however, is not enough; one has also to develop the ability to transfer skills, knowledge and attitudes lest each task or situation be unqiue.

If we were making assumptions about transfer in relation to job skills, we could add the following to the list of what we know about transfer:

- Certain skills and knowledge are transferable from job to job or training to job.
- Job specific skills as well as general skills are transferable.
- Transfer occurs more readily across job clusters where jobs are interrelated or similar.
- Having transferable skills allows one to be more occupationally adaptable.

People tend to think of themselves in terms of the skills and competencies they possess and can bring to a job position. Employers, however, seldom describe job positions in terms of skills and competencies. Yet occupational adaptation depends on one being able to apply skills and knowledge to get the job done successfully.

The list of what we know about transfer can be expanded in terms of education and training as follows:

- What is taught to mastery is transferable.
- Reinforcement of correct applications of learning optimizes positive transfer.
- Cue recognition is important in

association what is inherent in the new task that will facilitate recall of prior learning.

- Transfer is related to learner characteristics.
- Learning to transfer equips students with a means to success.

Our contention is that simply teaching a skill or competency will not suffice. Learning must be taught to mastery if the material is to be remembered. However, teaching to mastery is not enough. Once material is mastered, it should be practiced in multicontexts if it is to be transferable. And that is the whole point of instruction. Why teach mastery of material if you do not also teach the person how to use and apply this mastery?

Teachers should teach for transfer on a pervasive basis. Learning to transfer should not be left up to the student, the parent, the employer or some other teacher who has more time.

Moreover, though most teachers do well in teaching transferable skills, our schools are graduating students who cannot use what they learned outside of the classroom. Many high school graduates are functionally incompetent. This would suggest that although there may be little wrong with what is taught, it is not taught for transfer.

Suppose children were taught to transfer from kindergarten up through higher education. Learning to transfer would allow for successes in accomplishment and performance that are so necessary to the learning experience. Such successes would enable students to develop confidence in their skills and abilities. This confidence could only aid in making the transition from childhood to adulthood and in turning the corners from home and school to work.

Transfer in relation to the adult learner

An interesting phenomenon is that adulthood is no longer a time of stability. The American population is getting older. People are making mid-career changes. New and emerging jobs resulting from the informational and technical revolutions of today and the sacking of positions and jobs no longer needed provide opportunities for change. The shifting of the family structure, the advent of electronic games and tools, the current curbs against inflation and the threat of war all make for change. And change is forcing the adult to be a learner too.

Indeed, teaching the adult learner to transfer may facilitate retraining and recycling of workers. Building on what the adult learner already knows and teaching him or her to use old skills to do a new job should shortcut the time, effort and resources needed for a complete retraining (relearning) program.

Adults generally do not have a lot of time to spend on learning in formal classrooms. But if they were taught to transfer and taught how to maximize positive transfer, then self-directed learning and informal community-based learning are more viable options for adults. By providing a way of recognizing one's transferable skills and learning what new skills and knowledge one needs — **along with how to apply and make use of these skills** — we could aid adults in taking charge of their lives.

Because adult learning is a relatively new area of investigation by researchers, several issues are yet to be examined. The next decade should sdee attention paid to the following questions:

- How does the adult, in particular the undereducated adult, learn how to learn?
- How does an adult decide what is important to learn?
- How does an adult differentiate between relevant and irrelevant information?
- Why do or don't adults transfer problem-solving behavior from one arena of life to another?
- What conditions facilitate this transfer?
- Is the ability to transfer a function of some developmental process in the adult?

Research on transferable competencies

The scope of work for a project in the Transferable Skills Program at the National Center for Research in Vocational Education was to identify functional competencies in occupational adaptability and consumer economics. These competencies were identified by means of an extensive review of literature and research. The competencies were then built into a survey of adults in America.

The purpose of the survey was to assess the public's opinion on responsibility of teaching and on the extent of importance of the competencies. We were interested in these questions:

- Where should competencies relating to work or working be taught — at home, in school, on the job, or elsewhere?
- Where are they actually learned — at home, in school, on the job or elsewhere?
- How important is it to know these in order to do well at work?

The ten most important competencies for both areas, where they should be taught, and where they actually were learned (as perceived by the public) are displayed below:

The competencies listed above — as well as competencies identified by the APL Project, the New York External High School Diploma Program, Win Adkin's Life Skills Educational Program, and related studies — are transferable skills. As such, in teaching for competency, care should also be taken in teaching for transfer.

Summary

We operate under a system that is not conducive to transfer. Teachers tend to instruct within the boundaries of their classrooms. Employers provide specific on-the-job training. Even in instructional programs designed for mastery learning, teaching for application and use of competencies mastered is often neglected.

By overlooking teaching for transfer, we as adult educators are doing a grave disservice to our clients. We suggest, therefore, that teaching for transfer be built into existing competency-based adult education programs.

This does not mean that there are not programs that do teach for transfer. We assume that there are, and their efforts are to be commended and noticed. Thje identification of exemplary projects, or exemplary techniques within existing and struggling programs, is one step toward a preferred direction for competency-based adult education.

1980 Conference Information on pages 34 & 35

Developing Family Life Skills in the Household School

by Winifred I. Warnat

With all the interest in the family that is mounting these days, it is hoped that this discussion will provide some new insights and understandings of the family as our primary educator, and how it functions as such.

First of all we need to acknowledge that learning is a constant dynamic of the family, regardless of the family's structure.

Second, each of us as a family member functions as both educator and learner, no matter what the family role change we undergo throughout our life time.

Third, the family's learning milieu conditions each family member's responsiveness to formal learning that occurs outside of the home.

Fourth, no matter what its form or how it operates, the family is our basic and most influential learning institution.

Given those considerations, we can begin to examine how the family cultivates our learning capacities, as well as how it contributes to our individual functioning as both learner and educator. This process will be examined through the household school concept. The household school, that it the family, is viewed as a life span learning center. In that regard, the undergirding elements of the household school are the **real basics.** The **real basics** are not "reading, 'riting, and 'rithmetic," but rather the **real basics** are attitudes values, and feelings. It is in the domain of the household school that our learning energies are stimulated most.

Within this context, we will now explore (1) the tasks and learning processes of the household school, (2) the evaluation of family life skills through critical life events, and (3) the implications that this has for us as parents, parent educators, and most of all as adult learners.

The Household School

Every family is a household school. And in the household school each family member functions as both educator and learner. Its environment encompasses the conditions, including the social and cultural circumstances, that directly influence the family structure and its specific, individual membership. Learning activities conducted in the household school concentrate on three approaches — observation, imitation, and experience.

While both cognitive and affective learning take place, regardless of its nature or structure, the family, that is the household school, contributes more to our affective learning than any other education institution. Whether the family is single-parent, reconstituted, extended, no-kin, commune, or traditional nuclear, the environment in which the household school operates is a major determinant influencing our learning capacities and functioning, especially in the affective dimensions of learning. Within this environment, affective learning concentrates on our individuality, as well as on the socialization process. In this context, affective learning encompasses the development of our attitudes, feelings, values, and beliefs, as we express them through our behavior. The household school is most responsible for cultivating the **real basics** of attitudes, values, and feelings.

Household School Tasks

The primary function of the household school is the education of its members, which involves four major tasks that serve to develop each family member's human understanding and insight, coping capacity, and ability to adjust to change. Let us now take a look at those tasks:

1. The first task is **Role Selection.** This task involves identifying, preparing for, and performing the various and numerous life roles each of us assumes as a family member throughout our life span. All of us act out a variety of roles that demand unique sets of expectations, responsibilities, and skills. At any given time, we must be prepared to perform simultaneously in any number of roles. The household school prepares us for the role functions we will encounter throughout our life time. Role selection encompasses recognizing role expectations, observing others operating in a given role, and being motivated to function in a certain fashion in keeping with a specific role.

2. The second task is **Personality Acquisition.** This task encompasses recognizing and expressing personal feelings and attitudes about our self and our relationship to others. We all experience innumerable life events which promote a broad range of emotions in response to them. Those reponses require us to make adjustments in how we express the attitudes and feelings that have been triggered. Through the household school, a determination is made by its membership concerning the appropriateness of the response. Personality acquisition involves making note of how emotions are expressed, what the reaction to those expressions are, and then deciding which ones are most in keeping with our sense of self and how we believe others perceive us.

3. **Value Formation** is the third task.

This task entails acknowledging and following the values and beliefs endorsed and adhered to by our family. Every family has a special system of values and beliefs that provides us with the basic criteria for deciding good from bad, right from wrong, and truth from untruth. Within our family, each of us is expected to abide by this system of assumed rules and regulations. In the operation of the household school, the interpretation and rationale of the value and belief system are provided by the membership, which also functions as both judge and jury to any family member who does not comply. Value formation takes into account recognizing the system, and accepting, rejecting, or modifying it as we accommodate our changing life circumstances.

4. Finally, the fourth task of the household school is **Behavioral Patterning.** This task includes discovering, choosing, and practicing personal behaviors through our interaction with the people we encounter in the family environment. Determining the appropriateness or inappropriateness of how we act is a dominant and fundamental aspect of the family. Many of the patterns of behavior that we see, imitate, and ultimately use are those initially presented to us by our family members. Based upon the individual actions and reactions of each of its members to given circumstances and emotions, the household school is a learning laboratory that provides us with a number of models for molding our behavior. Behavioral patterning encompasses noticing how others act, being cognizant of the kind of response there is to the act, and then determining whether or not it is suitable for ourselves.

The Learning Process

The household school, which contributes to developing our own personal management system, operates on an experientially-based learning mode. It serves to improve our functioning — primarily in the affective, but also in the cognitive — as individuals within and without our immediate family environment. As family members, we are continuously experiencing and living through the dynamics of the four major tasks of the household school which focus on the **real basics.** These four tasks are addressed through a five-step sequential process. Each step relates to how we define, cultivate, and orchestrate through our behavior, our roles, attitudes, feelings, and values. The sequential steps include (1) identification, (2) selection, (3) performance, (4) modification, and (5) adoption.

The first step of **identification,** involves observing how each of our family members act and react, in general as well as to specific circumstances.

The second step of **selection,** entails choosing what each of us perceives as being appropriate and compatible with our personal sense of self.

The third step of **performance,** encompasses acting out our selections to determine those that fit and to discard those that do not.

The fourth step of **modification,** concentrates on our practicing our chosen performances and making adjustments to accommodate our highly individual functioning.

Finally, the fifth step of **adoption,** involves acknowledging the completion of this learning process as the new and modified action becomes a part of our total self.

This process applies to every life event we experience, whether or not it is major or minor, traumatic or non-traumatic. In turn, each life event addresses at least one of the four primary household school tasks. In terms of us as adult family members, a life event is an episode we experience such as a surprise birthday celebration, remarriage, a prolonged illness, becoming a grandparent, our child's graduation, re-entering school, attending a conference, purchasing a home, and so on. Life events are the learning lessons of living that we undergo throughout the life span, many occurring within the milieu of the household school.

Identifying Family Life Skills

Let us now explore family life skills by interpreting the life events of the birth of a first child, the death of a loved one, divorce, and retirement within the context of the four tasks of the household school and its learning process.

Birth of the First Child

The household school task of role selection will be examined through the beautiful life event of the birth of the first child. The most influential input by the household school membership for this major life event is typically provided by the parents of the parents-to-be. However, friends, neighbors, and brothers and sisters also provide parent models of child rearing. The years of exposure to various parent role models and their evolution into maturity is the most important input to developing the role, rather than the nine month gestation-parent preparation period. It is within the context of the five-step learning sequence that we develop the following family life skills pertinent to the occurrence and outcomes of this life event.

The first life skill we develop is the **identification** of the various parental responsibilities and role-related behaviors appropriate to the new life-changing circumstances.

The second life skill involves the **selection** of new parent behaviors that also include accommodating and modifying existing roles.

The third life skill addresses **performance** in the new role of parent and entails examining suitable behaviors based on the perceptions and interpretations of others who have also experienced this life event.

The fourth life skill of **modification** encompasses (1) acknowledging expectations involved with performing in the new role of parent; (2) concentrating on parent role performances that are complimentary to the character of the newly emerging family; and (3) accepting and continually refining the evolving parent role.

Finally, the fifth life skill, the **adoption** of the parent role involves making judgements that establish the design and continuity of the parent role over time through trial and error experience, and through feedback and consultation with members of the household school and others.

Death of a Loved One

How the household school task of personality acquisition is cultivated will be examined through the life event of the death of a loved one. Because of its seemingly adverse nature and our psycho-social reluctance to prepare for it, and since only when it is precipitated by illness is there preparation time, the death of a loved one is indeed a complicated occurrence. Once death is seen as inevitable or occurs unexpectedly does the household school member begin to accommodate this reality. The family life skills that we develop in response to this traumatic life event, incorporating the five-step sequence, follows.

The first life skill we address if the

identification of the individual's true and specific feelings concerning this episode, especially since one is frequently confused by the intense feelings exhibited at both overt and covert levels of other mourning household school members.

The second life skill involves the conscious and subconscious **selection** of feelings that serve to perpetuate a, hopefully, desired new way of life which is tempered by the personal sense of loss and the realization of dramatic adjustments to how life will continue.

The third life skill concentrates on **performance** that manifests a way of life that may capitalize on or be characterized by either unconsolable grief, fear of living, or a newly found mellowness and resolve about the future.

The fourth life skill entails **modification** of the new way of life that is accompanied by a retrenchment of emotions based on past reminiscences and future anticipation of the unknown.

Finally, the fifth skill of **adoption** to the new life style takes place that involves the sensitizing which contributes to a peaking in certain emotions, and a numbing of others.

Divorce

In terms of the household school task of value formation, perhaps no life event challenges personal values more than the life event of divorce. Once divorce appears to be inevitable, a preparation period for the changed way of life is provided that encompasses the waning marriage time and the period of formal separation. Through this process, a new life style is determined and established. Once again applying the five-step learning process of the household school, the major family life skills involved in doing so are presented.

The first life skill of **identification** involves re-evaluating values based on the past family, children, and social milieu, as well as re-assessing the spiritual foundation involved with re-ordering values, especially those that are in conflict with one another.

The second life skill involves **selection** in accommodating different living arrangements by making necessary adjustments, and rearranging past patterns accordingly.

The third life skill encompasses **performance** of the newly defined values that have been tried in order to re-assess and re-establish a personal sense of values.

The fourth life skill entails **modification** of the new living arrangements and past patterns to facilitate a wholesome fit and appropriate clarification.

The fifth and final life skill of **adoption** involves integrating the tested and modified values into day-to-day life as an unmarried person with altered perceptions, responsibilities, and behaviors.

It should be pointed out that with its new and re-arranged family membership, divorce contributes to the formation of a new household school, based on the newly single adult with or without children.

Retirement

Through the life event of retirement, the household school task of behavioral patterning will now be examined. Even though the concept of retirement is contemplated for some time prior to its actual occurrence, the real preparation period for most people is nominal at best. Although major alterations in one's social and economic status ensue, the realization of retirement's total range of implications is generally not acknowledged by the person until it is an accomplished fact. By applying the five-step learning sequence of the household school one more time, family life skills pertinent to behavioral patterning in the life event of retirement follow.

The first life skill of **identification** concentrates on determining and cultivating new behaviors relative to unallocated time, the reduction of worklife, and the new emphasis on family and leisure life.

The second life skill involves **selection** that zeroes in on how to adjust established living patterns to the now more abundant discretionary time, reduced income, a closing circle of friends, and an altered family structure.

The third life skill focuses on **performance** that concentrates on using time differently by incorporating new behaviors and changing old ones to better serve the newly attained pattern of living.

The fourth life skill entails the **modification** of behaviors through evolving relationships with family members and the incremental establishment of a social environment conducive to the retirement life-style.

Finally, as the fifth life skill of **adoption** is facilitated, behaviors reflect revised perceptions of personal worth, new dependencies and independencies, and changed role functions in the redefined family structure and personal life pattern.

The family life skills interpretation of the learning process of the household school begins to reveal how much there is to discover about the daily learning experiences, adventures, episodes we undergo in profusion. Unfortunately, educators have not yet acknowledged the marvels of the educating institution of the family. The real tragedy, of course, is that rather than recognize and utilize the learning resources and processes that the family provides, formal education has instead chosen, at best, a prescriptive approach to the changing family. The constant inference is that the family not only needs help in the education of its members; but furthermore that the family cannot function effectively without such assistance.

Two critical factors interfere with that inference. First of all, we simply do not know how the family functions as educator (hopefully, the household school perspective provides some insights), but we are beginning to acknowledge its power, although reluctantly, in influencing individual learning. Secondly, even though we are highly unique individuals who are learners and educators throughout our entire lifespan, thus, far, we are unwilling to assume personal responsibility for the directions our lives take, although it is clearly within our capabilities to do so. Until we do so, we cannot possibly comprehend the extent of learning, especially in the affective area, that is facilitated through the family.

In that regard, while parent education, parenting, and parent involvement efforts may, indeed, be well intended, Steven Schlossman of Harvard University, in hisarticle "The Parent Education Game," points out the inherent dangers of those endeavors that tend to place the blame for children's failure in school on parental ignorance or neglect, in order to abrogate the failure of formal education institutions to educate. That is not to negate the contribution of those parent education efforts, but rather to keep them in proper perspective as a supplement to learning within the family framework, not a panecea.

Implications for the Future

While the household school perspective provides an interpretation of how the family functions as an education institution, in closing it is also worth noting some intriguing implications that this perspective has for the future. As we continue to pursue deeper understanding of the family as our primary educating institution, consider the following in terms of the household school.

1. The household school concept represents a theoretical construct that accommodates life span development.
2. By examining a person's household school, we can discover the basis for an individual's receptivity (or lack of it) to learning approaches as well as to formal education institutions.
3. The learner-educator dyad is operating in each of us constantly and simultaneously throughout our life span.
4. Affective learning, represented in the four tasks of the household school, is a major and highly complex domain that represents a critical void in our knowledge and understanding of human learning processes and capabilities.
5. The **real basics** of attitudes, values, and feelings provide the core for a person's responsiveness to formal learning.
6. Change is an ever-present and primary dynamic influencing our individual learning capacities and functioning.
7. Each age and stage we go through contributes to significant developmental changes that occur with increasing complexity as we mature.
8. The key to successful functioning in life roles is based on our ability to make satisfactory accommodation to the life events we experience.
9. Life events provide us with a perpetual training ground to test and modify our life skills as we adapt to change.
10. Finally, the family is our primary education institution, and every one of us is a unique living, learning laboratory constantly seeking desired outcomes. It is high time that we begin to capitalize on these two marvelous facilities of ours. The family is changing into more complex forms. It is not falling apart. We do not yet understand how it indoctrinates, nurtures, teaches its members, but we know it does. The time for us to start understanding is now — how about each of us beginning with our own household school?

* * *

Establishing a Competency-Based ESL Program

by Joann La Perla Berg

Historically the content of ESL programs was based on the concept that knowledge of the grammatical structures of the English language was essential to accomplish the goals of the ESL learner. Students were required to memorize such elements as verb tenses, noun plurals, active/passive voice, vocabulary and in general the language learning methods and techniques employed were not radically different from those used by the classical Greek and Roman scholars. This method of language teaching, the grammar-translation method, was universally accepted and adapted for use in foreign language as well as ESL programs throughout the U.S. until the advent of the structural linguists in the 1940's. The challenge was then accepted to de-emphasize grammatical, reading, and writing knowledge and attempt to teach aural-oral language skills. The resulting audio-lingual method of second language teaching focused on developing the listening and speaking skills of the language learner. Controlled pattern practices frequently based on dialogues of "everyday" situations were used to accomplish the goal of aural-oral skills. It was not uncommon to observe a class using this method engaged in choral, group, and individual repetition of phrases such as "This is a shoe. That is a hat," with the teacher providing the "perfect" model and the student imitating the model. Teachers did not encourage the use of the written aspect of language until the student had completed oral mastery of a pattern; and strict error correction was provided by the teacher to insure that students did not internalize "incorrect" language.

The 1960's and 1970's have witnessed dynamic changes and growth in the field of foreign language learning and teaching and specifically in the area of ESL. The Silent Way, through the work of Caleb Gattegno and Counseling Learning/Community Language Learning developed by Charles A. Curran have influenced our language teaching ideas. The basic philosophies of the audio-lingual and grammar translation methods have now been challenged. Research and practice in the field of ESL teaching have been influenced in those areas critical to the language learning process. Most significantly the Silent Way and CL/CLL have questioned the traditional roles of the ESL instructor, the learner and the grammatical content and organization of ESL programs. These developments in language teaching philosophy and methodology have become more consistent with what we have learned about the adult learner and are in harmony with the recent developments in adult education and specifically with research in competency-based adult education.

The role of a teacher in a competency-based process and subsequently in a CBE/ESL process is diferent from the more "traditional" teacher role. Although the ESL instructor is still the "knower" of the linguistic and cultural information, the CBE/ESL instructor recognizes the adult learner's contribution to the learning process and recognizes individual goals. Some of the characteristics of a CBE/ESL instructor might include:

1. The ESL instructor has a background which enables him/her to have not only a knowledge of English grammar but a comprehensive understanding of how American English functions in different life contexts.
2. The ESL instructor's role is one of a "facilitator" of learning not a "dictator" of linguistic information.
3. The ESL instructor is aware of the personal goals of his/her student as well as the linguistic ability of the learner.
4. The ESL instructor assists his/her learners achieve their goals by allowing the learner to work with the language and the coping skills material concurrently.
5. The ESL instructor aims at helping the learners become autonomous language users.
6. The ESL instructor plans structural content within a coping skills context relevant to the learner's needs.
7. Structures and vocabulary are not presented as isolated units.
8. The ESL instructors provide alternatives to learning activities in order to account for various learning styles. (Large group work, small group work, individual, oral, written, reading, listening activities.)
9. The ESL instructor acknowledges the fact that the adult ESL learner brings certain knowledge and skills to contribute to the learning process.
10. The ESL instructor provides learning activities consistent with the learner's needs not based on a predetermined curriculum.

Probably the most dramatic changes in second language learning, especially in the area of adult education, has been a re-examination of the adult learner and his/her role in the learning process. Traditionally language learners have been receivers of linguistic knowledge and have taken a passive role in the learning process. ESL classes, not unlike many other second language classes, were teacher-dominated. We have now shifted our approach from teacher/centered classes to a learning environment in which the learner's needs and abilities are considered. The ESL learner is thus encouraged to take responsibility for his/her own learning and the ESL program acknowledges a learner-generated process in which the adult is given the opportunity to apply linguistic and cultural information to functional use of language relevant to the individual's goals and objectives. In accepting the learner's responsibility and contribution to his/her learning the following characteristics of an ESL learner in a CBE/ESL program might be considered:

1. The learner is aware of the utility and relevance of his/her personalized program.
2. The learner is given the opportunity to work with the language in "real life" situations by employing a cognitive approach to language learning. (Rules are inferred and he/she can generate new language and thus become an autonomous language user.)
3. The learner works with the language in the mode needed to achieve a desired competency i.e. he/she uses the language in an active way when the skill requires active knowledge and in a passive manner when the competency requires a passive language knowledge.
4. The learner is not confined to learning only in a classroom situation. Activities to achieve desired learning outcomes occur in various situations outside the traditional ESL "class" or "lesson".
5. The learner has access to resources other than the ESL instructor to achieve learning outcomes. These resources might include fellow students, community resources, business and industry, etc.
6. The learner's language skills, interests and goals are continuously being assessed.
7. Assessment of the learner's progress is accomplished not only by paper and pencil tests but by demonstration of the ability to function and communicate in real life situations.
8. The learner takes responsibility for his/her own learning.
9. The learner is allowed a flexible time in which to accomplish his/her goals and objectives.

The content of an ESL program has traditionally been based on a predetermined curriculum consisting of basic grammatical structures of the English language. By following a structural syllabus, an instructor could chose those English patterns to be practiced in a given class session. Structures generally have been labeled as either beginning, intermediate or advanced in level of difficulty. The objectives then of an individual ESL lesson would be the learning of a specific grammatical item. If we accept our newly defined roles of the teacher and the learner in a CBE/ESL process, and the stated needs of the learners involved, it will be necessary to re-examine linguistic items with no application to real life situations, functional language, and contexts would not be consistent with the goals of a CBE/ESL process. What might be considered in terms of the language and content of a CBE/ESL process is:

1. The content of learning is determined by a student needs assessment which can be either formally or informally administered.
2. The competency or coping skill to be learned along with the learners level of language mastery is mutually determined by the instructor and the learner.
3. The learning objectives of the individual program are public, the learner is informed about expected outcomes and comprehends their relevance.
4. English structures and vocabulary used are representations of "real" language.
5. The "real" language used is consistent with the adult learners needs.
6. The English structures and vocabulary used are not treated as ends in themselves but rather as the linguistic tools necessary to communicate in the real world.
7. Coping skills areas are broken down, if necessary, into units consistent with the language level of the learner.
8. Communication and competence are encouraged rather than linguistic perfection.
9. All aspects of language are considered including phonology, vocabulary, structure and non-verbal communication.

We have considered here some of the essential components of a CBE/ESL process from the point of view of the instructor, learner and language. Administrators and instructors of ESL programs have been interested in helping their students acquire the English skills necessary to function in our society for many decades. Some of the very first adult education programs were established in night schools to provide English instruction to recent immigrants. Current trends in ESL methodologies and in CBAE reaffirm this commitment on the part of ESL instructors and administrators. The task is now to continue to re-examine program objectives and provide for programming that is responsive and sensitive to the adult ESL learner.

1980 NATIONAL ADULT EDUCATION CONFERENCE

The riverfront is dwarfed by the spectacular 630-foot stainless steel Gateway Arch, the nation's tallest man-made monument.

Dear Colleagues:

We are eagerly anticipating your arrival in St. Louis for the National Adult Education Conference, November 3 through 7. I hope you will take a moment to review the program which is shown in the Conference at a Glance section on the next page. To further enhance your visit ot St. Louis, our local Hospitality and Tours Committee has planned some events that promise to be entertaining for you and members of your family.

The 1980 National Conference represents one of the major professional improvement opportunities available to the 6,000 members of the two national adult education associations (AEA/USA and NAPCAE); therefore, the program will represent the largest array of adult education expertise ever presented at a single conference.

The conference will be highlighted by several keynote speakers of national and world renown. Confirmation has been received from Dr. Fred Harvey Harrington, author of **The Future of Adult Education.** Feature speaker invitations have been extended to Ms. Shirley Hufstedler, the recently appointed U.S. Secretary of Education, and Sir Philip Richardson, Prime Educational Advisor to Queen Elizabeth.

The conference will encompass approximately 200 content workshops, thereby providing a variety of educational opportunities for the over 2,000 projected conference registrants.

If you haven't done so already, please fill out your registration form today. We look forward to meeting you in St. Louis.

Sincerely, Wendell

Wendell Smith
General Conference Chairman

CONFERENCE AT A GLANCE

Sunday November 2	Monday November 3	Tuesday November 4	Wednesday November 5	Thursday November 6	Friday November 7
8.00 a.m. - 9.00 p.m. AEA AND NAPCAE BOARD MEETINGS	REGISTRATION ARMED FORCES SECTION MEETINGS	9.00 - 10.30 a.m. SPOUSES' COFFEE COMMISSIONS, SECTIONS, AND COMMITTEE MEETINGS	9.00 - 10.30 a.m. GENERAL SESSION II	9.00 - 10.30 a.m. GENERAL SESSION III	9.00 a.m. - Noon COMMISSIONS, SECTIONS, AND COMMITTEE MEETINGS
		10.30 a.m. - noon COFFEE EXHIBIT VIEWING DELEGATE BUSINESS MEETINGS	10.30 a.m. - Noon COFFEE EXHIBIT VIEWING	10.30 - noon COFFEE EXHIBIT VIEWING 11.00 - Noon COMMISSIONS SECTIONS, & COMMITTEE MTGS. TEACHERS DAY CONTENT SESSIONS	
1.30 - 5.00 p.m. REGISTRATION		Noon - 2.00 p.m. LUNCHEONS	Noon - 2.00 p.m. LUNCHEONS	Noon - 2.00 p.m. LUNCHEONS	
2.00 0 9.00 p.m. COMMISSION OF PROFESSORS MEETINGS	3.00 - 4.30 p.m. OPENING GEN. SESSION	2.00 - 4.30 p.m. TOPICAL PRESENTATIONS TOURS	2.00 - 3.30 p.m. CONCURRENT THEME SESSIONS TOURS		
	4.30 - 6.00 p.m. EXHIBITS GRAND OPENING		3.30 - 5.00 p.m. TOPICAL PRESENTATIONS	2.00 - 4.30 p.m. DELEGATE BUSINESS MEETINGS	
	6.00 - 10.00 p.m. TOPICAL PRESENTATIONS	6.30 p.m. CONFERENCE BANQUET AND ELECTION PARTY		6.00 - 10.00 p.m. RIVERBOAT CRUISE DINNER AND DANCE	

All fees must be paid in U.S. dollars. Fees are payable by cash, check, Master Charge, or VISA. Checks should be made payable to the "National Adult Education Conference." If fees are to be paid by charge card, please complete the following:

Master Charge No.__________ **VISA No.**__________ **Card Expiration Date**__________ **Signature** __________

If you are submitting a purchase order, please indicate **P.O. No.**__________

Early registration fees will not be accepted if postmarket after October 6, 1980
Cancellations of registrations are acceptable until October 24, 1980.

Registrations should be mailed to: National Adult Education Conference, c/o University of Missouri-St. Louis, Continuing Education-Extension Division, 8001 Natural Bridge Road, St. Louis, MO 63121

For assistance with registrations or housing requests, contact David Klostermann at the above address or by calling (314) 553-5961.

REGISTRATION (Please type or print)

Name __________

Address __________

Title __________ Agency/Organization __________ Telephone __________

MEMBER OF: ☐ AEA/USA ☐ NAPCAE

FEES **(Please indicate amount enclosed)**

Conference Registration
$70 Early Registration AEA/NAPCAE Members (Postmarked before October 6)
$80 Late Registration AEA/NAPCAE Members (Postmarked after October 6)
$35 Registration for Full-Time Students, Member of AEA/NAPCAE
$85 Non-Member Registration
$25 TAP Day Registration (Teacher, Administrator, Practitioner) Thursday, Nov. 6
$35 One-Day Registration (Circle Day) Nov. 3, Nov. 4, Nov. 5, Nov. 7

Meal Registration
$14 AEA Fellowship Luncheon - Tues. Nov. 4
$18 Conference Banquet and Election Party - Tuesday, Nov. 4
$14 AEA Social Philosophy Luncheon - Wednesday, Nov. 5
$14 NAPCAE Fellowship Luncheon - Thursday, Nov. 6
$18 Riverboat Cruise, Dinner and Dance Thursday, Nov. 6

Membership Dues
AEA/USA Membership
NAPCAE Membership
Subscriptions

TOTAL AMOUNT ENCLOSED __________
Please check here in you wish to have a receipt mailed to you. ☐

A SPECIAL NOTE:
Since the conference will be held during election week, registrants are encouraged to make plans now for the completion of absentee ballots. Ballots can be obtained from local election officials or assistance can be obtained from the local office of the League of Women Voters.

A Study of Adult Learning in Non-School Settings

by Joan J. Miles and Mary Ella Brady

This article describes an ongoing study of the nature and process of adult learning in both school and non-school settings being conducted by Kirschner Associates, Inc. and the University of Missouri — Kansas City and funded by the National Institute on Education (NIE). Reflecting NIE's concern with bridging the often-perceived gap between research and practice, the objectives of this study are to investigate learning activities of adults that occur in non-school settings and the implications that these activities have for improving adult educational opportunities and programs. The article sets forth the need for the study, reflects the study's relationship to previous research in adult education in both school and non-school settings, presents objectives, describes the unique features of the study, and presents a discussion of study methodology. Finally, some tentative trends derived from preliminary analysis of data that may be of interest to both researchers and practitioners are discussed. It must be emphasized, however, that because the study is ongoing, any discussion of final results would be premature.

Need for the Study

Although a wide variety of formal educational courses — including Occupational Training, General Education, Community Issues, Personal and Family Living, and Social Life and Recreation — are offered to adults each year, only a relatively small percentage of the eligible target population takes advantage of these offerings. While there has been some disagreement on participation rates, there has been general concurrence that rates of participation in formal adult programs are a function of socio-economic status. In particular, 28 to 30 percent of adults who had completed college have enrolled in formal adult programs, while only four percent of those with less than eighth grade attainment had participated. For example, adult Basic Education programs, targeted at adults with less than high school attainment, reach only about four to five percent of this group (National Advisory Council on Adult Education, 1977).

In the face of these low participation rates, many studies have sought to identify why adults, particularly the low income, low educational attainment groups, do not enroll in formal programs (Cross, 1978). At the same time, another line of educational research investigating the learning activities of adults in non-school settings has found that a substantial number of adults regularly engage in learning in non-formal settings (Tough, 1978). These separate sets of findings appeared to suggest that, while participation rates in adult formal education programs were low, many adults were actively pursuing learning in out-of-school settings.

This study of adult learning represents the first effort to merge these two lines of research: studies of adult learning in formal programs and investigations of adults learning in out-of-school settings. By improving our understanding of adult learning in non-school settings and relating it to what is known about learning in formal, in-school settings, we may be able to suggest ways in which both can be improved to serve the variety of needs, objectives and learning strategies of adult learners.

Background

This section of the paper provides an overview of the results of major studies that have been conducted in two areas — adult formal program participation and adult non-formal learning.

Studies of Formal Programs

Participation studies have generally looked at persons who participate in formal adult education programs and compared the characteristics of participants and non-participants. Although the number of adults participating in formal adult education programs varies across the studies, the findings are much more consistent in **patterns** of participation.

There have been numerous studies that have tried to determine why adults participate at low levels in formal programs (cf., Cross, 1978). Their findings have suggested that a number of barriers, such as formal class scheduling, financing, the press of other responsibilities (work and family), the low self esteem of the adult as learner and the fear of entering an experience which has meant failure at an earlier time, have blocked adults from participating in formal adult programs.

Houle (1961), in summarizing participation studies that had been conducted up to 1961, concluded that the factor most important in predicting participation is the level of schooling achieved, which is positively related to the likelihood of participating in more continuing education. In other words, the higher the level of individual educational attainment, the more likely it is that a given adult will pursue still more formal education. Johnstone and Rivera (1965), in a study of the participation patterns of adults in part-time educational programs, found that formal education had the highest relationship with rate of participation. They also found that individuals participated in twice as many organizationally-sponsored programs as in self-directed ones and that approximately 10 percent of all adults had engaged in independent study the prior year. The category that was most frequently mentioned as a self-taught subject was the area of the home and family, as approximately two-thirds of the learning efforts in this area were self-taught rather than taught in formal learning situations.

Cross and Zusman (1977) reviewed over 30 major state and national studies conducted since 1970 of adult learners and potential learners. Many of the studies reviewed were replications of the kinds of studies more than a decade ago by Johnstone and Rivera (1965) and more recently by Carp, Peterson and Roelfs (1974). Both groups of researchers found that interest in adult education is related to socio-economic status; that adults seek education for pragmatic reasons, e.g., to improve their lives; that the diversity of educational needs was enormous among this group; and that the trend regarding selection of educational modes favored use of non-formal learning.

Studies of Non-Formal Learning

Beginning in the 1960's, a number of studies began to look at learning as it occurred outside of formal programs. These studies asked such questions as: "Were adults learning without going to school?"; "What was the character of the learning?", and "How is the effort planned, managed, and evaluated?" Tough's research, and that of his colleagues, described in **The Adult's Learning Projects** (1971), has been the guidepost in most of these investigations, particularly in highlighting the surprising amount of time that adults were spending in intentional or deliberate learning during any given year. Tough (1978) summarized the findings from many of these studies and reported that an astonishing 70 to 90 percent of the adult population engaged in one or more learning projects per years; that 73 percent of all learning projects were self planned and self directed; and that the average adult learner engaged in five learning projects per year, each lasting on the average of 100 hours.

Further, studies based on Tough's methodology have found that such factors as age, socio-economic status and location had little effect on who engaged in learning projects or what they undertook to learn. Penland (1977) found that adults learning in the non-formal mode did not report the self-limiting barriers to learning often identified by studies in formal adult education programs.

Penland (1976) conducted a study of the self-directed learning and educational patterns of selected respondents who had used library resources on a continuing basis, and subsequently, conducted an investigation of self-initiated learning with a national sample (1977). Both studies were based on Tough's methodology. One of the findings of the first study was that people tended to use four types of resources for information and planning — self as resource, non-human resources (library materials), another person (librarian), or a group. The second study investigated self-initiated learning using a modified national probability sample of adults 18 and over and is described by Penland in **Self-Planned Learning in America** (1977). Penland found that almost 80 percent of the population aged 18 years and over perceive themselves as continuing learners whether in self-planned or formal courses. Very few were engaged only in courses of school-like activities, suggesting, according to Penland, that formal courses are a supplement to self-initiated learning projects. One of the most striking findings was that 76 percent of the U.S. adults population had planned one or more learning projects on their own in the previous year, with the average number of projects being 3.3, and the mean length 156 hours. Persons who chose to plan their own learning tended to do so because they wanted to set their own pace for learning and explore their own style of learning. The learning locations most preferred by respondents were the home (66 percent) and the place of work (38 percent).

Peters and Gordon (1974) used Tough's interview technique to study adult learning in non-formal settings in urban and rural Tennessee. A random sample of adults from one rural county and one urban area was drawn. Respondents tended to report pragmatic goals for learning, such as to increase knowledge and understanding and to improve job performance. The number of projects conducted was positively correlated with educational level. Seventy-six percent of the respondents directed their own learning activities, a finding consistent with other studies.

In another major study of non-formal adult learning, Hiemstra (1976) interviewed 256 adults, age 55 and older, in Nebraska. More than half of their learning projects were for self-fulfillment, e.g., fell in the categories of the arts, crafts, recreation, and religion. Some were related to personal and family concerns, e.g., mental and physical health, finances, home-making. Fewer were job related, and only 9 percent were done to improve social and civic competence. Hiemstra found no differences in the number of hours spent in self-directed learning per project that could be attributed to differences in age, urban/rural location, sex, or ethnic origin of the learner, although differences in the number of projects were related to social class, education, and occupational level.

Purpose of the current study

The purpose of the study, **Adult Learning In Non-School Settings,** is to extend the body of data about adult learning and to increase knowledge about learning that occurs in non-formal settings. For the purposes of this study, learning in a non-formal setting is defined as learning that occurs outside of an organized learning setting, i.e. without a structure imposed by an instructor or a program. Non-formal learning is, thus, learning that is controlled by the learner, who makes all decisions on what to learn, how to learn, and when to end the learning project. Conversely, formal learning is defined as learning that occurs within an organized setting, whether for credit or not.

The four objectives of the study are: (1) to design and conduct descriptive and empirical studies of adult learning in non-formal settings, (2) to identify assumptions regarding adult learning which underlie selected programs, (3) to identify assumptions regarding adult learning in the literature, and (4) to bring together the empirical studies and the two analytic lines of inquiry and develop tentative suggestions for further research and practice implications for formal adult education programs. The focus of this study, therefore, is the learner himself/herself and the dynamics of the learning process. The dynamics of the learning process to be investigated include considerations of the process by which the individual decides to engage in the learning activity, how the activity is planned, managed and evaluated, and the use(s) to which the learning is put.

Unique features of the study

This study is the first major effort to investigate indepth the learning activities of adults that occur in non-school settings for the purpose of drawing implications for practice. In order to achieve these important practice-related goals, this study incorporates three unique features that distinguishes it from other studies in adult education. First, it provides for the systematic investigation of both formal and non-formal learning activities in a parallel manner. Through this approach, it is possible to make comparisons between the dynamics of the learning process in formal settings and the learning dynamics (planning, implementing and evaluating) in non-formal settings.

A second unique study feature is the simultaneous conduct of investigations of the learning process in formal and non-formal settings.

The third unique feature of this study is its exclusive focus on adults of low educational attainment; no previous study has done this, with the exception of one study in Jamaica. Only adults with less than a high school degree are included in the respondent group. This is a significant departure from the four major previous studies of non-formal learning cited previously, none of which used educational level as a respondent selection criterion. This population focus, coupled with the parallel investigation of the dynamics of adult learning in both formal and non-formal settings, builds upon and expands previous research on non-formal learning.

Methodology

Four primary research activities each occur seven times throughout the project: (1) naturalistic inquiries of adult learning in non-formal settings, (2) naturalistic inquiries of selected formal adult learning programs, (3) syntheses of the research literature on adult learning, and (4) syntheses of the findings of the first three activities in an analytical report. By conducting a series of seven parallel mini-studies, it is possible to refine and improve research techniques as each study is completed and to improve the next. To this end, a design meeting is held before the beginning of each study to discuss the results of the previous study and to identify needed changes in the methodology for the next.

In defining variables for investigation, the four efforts by Tough (1971), Hiemstra (1976), Peters and Gordon (1974), and Penland (1977) were reviewed to identify the variables included in their studies and those recommended for inclusion in future research efforts. In order to have a basis to make some comparisons between the results of the current study and previous research efforts in adult learning in non-formal settings our design includes a subset of the factors previously investigated by these researchers. The selection of these variables was verified by contracting these researchers by mail for them to review the derived list of their study variables. In addition, other variables were included to elicit information not included in previous studies to broaden the base of information on learning in non-formal settings, e.g., a series of variables related to the planning and implementing of learning projects and a series related to the efficiency of the learning.

The major data collection procedure is a structured interview of one and one-half hours that includes a series of questions related to planning, implementing, and evaluating learning activities. Interviews are tape-recorded for vertification of responses. In addition, graded paragraphs are administered to each respondent to determine instructional reading level. Observations of formal classes are also used to verify and amplify data generated by the interview procedure. A subset of non-formal learners is also requested to keep learning logs. Such multiple collection procedures are being used in order to allow cross-validation of the various ways to measure the phenomenon of learning.

The seven studies focus on the following discipline areas: health care, occupation, home and family life, community resources, adult basic education, religious education, and leisure/recreation. Specific learning goals within each discipline area are established. In previous studies of adult non-formal education, no prior categorization of areas of learning was made. However, by focusing on respondents with learning goals in specific discipline areas, it is possible to simultaneously investigate, for example, non-formal adult learners studying on their own to pass the GED **and** adult learners in a formal GED preparation program. Further, by focusing on specific knowledge and skill areas being pursued by each group, it is also possible to make parallel comparisons of the dynamics of the adult learning process and to reduce any variation that may be related to the content of the learning.

The respondents for each study include two groups of adults learning in the same subject area; nine adults learning in a formal program and nine learning in a non-formal setting, as well as one instructor or program director in the formal program. All learners are currently involved in a learning project, or ended the learning project within the last 30 days.

Tentative Trends

Preliminary analysis of the four studies completed to date suggests some general trends. These may be of interest to both researchers and practitioners in adult education.

Although there is not a perfect fit between reasons why formal and non-formal learners selected their learning goals, most seem to be motivated by external criteria, that is, for reasons related to such things as job opportunities or prerequisites for job-related training. For the most part, crisis situations do not undergird the decision to begin either formal or non-formal learning activities. Among all learners, the use of human resources is universal; however, the use of print resources is not common with all non-formal learners. No common barriers to learning activities have been identified to date; rather barriers to learning tend to be highly individual and often situational. Both formal and non-formal learners tend to be positive in their regard for formal learning and generally negative toward learning in the non-formal mode. Formal learners tend to regard the teacher as a valuable human resource and as the most beneficial aspect of attending a formal class. Non-formal learners were generally not forced to learn on their own because they lacked information on formal learning alternatives. Rather, decisions to engage in a non-formal learning setting were personal and situational (e.g. work and home responsibilities, transportation problems).

One of the more interesting general trends observed is the apparent difference in preplanning for learning between the non-formal and formal learners. For learners in formal programs, preplanning is largely confined to activities leading to the choice of a formal program. After enrolling, planning among formal learners tends to be structured by the requirements of the formal program, e.g., planning for time to do required reading or prepare for a test. The teacher provides the plan for learning, including the curriculum, methods, evaluation criteria, and specific learning objectives.

Non-formal learners tend to be generally more episodic and incremental in their planning, and not to take the long range perspective provided by formal programs. They tend to learn what is necessary to meet an immediate need and to regard each learning activity as relatively short range and terminal. While they may, in some cases, engage in a related series of learning episodes which ultimately achieve a larger goal, reaching that goal is generally not a preplanned objective.

Summary

The series of studies that have been briefly described in this article will be completed in the summer of 1980 and reported to the National Institute of Education in September of 1980. NIE is currently considering the possibility of conducting in 1980-1981 investigations of the practice implications that are being derived from this study.

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A Research Agenda for CBAE

by Nina Selz and Jean Miller

In setting priorities for research, it is easy to produce an emperor with few, if any, clothes. Because competency based adult education (CBAE) is still wrestling with definitions and meaning, this is a horrible possibility. Competency based adult education seems to be an untamed grizzly bear that strives to stand firmly on adult learning theory — of which there isn't any — with arms reaching across adult education — although state directors of adult education do not seem to be taking advantage of the out-stretched arms — with a mind capable of using an effective federal policy on adult and lifelong learning — but there is none.

As Competency based adult education is a reality to a large number of administrators, teachers, and adult learners as well as researchers, the time has come to clothe the king.

In the session on a research agenda for CBAE at the National Competency-Based Adult Education Conference in Orlando, participants discussed research needs and concerns. The National Institute of Education research plan in adult learning and a report of a recent symposium on research in adult learning was discussed as a means of conveying information concerning priority needs in adult learning.

Session Agenda Items

A question asked by Bob Stump of NIE at the Symposium on Adult Learning in Ohio concerned what is the one most important piece of research that should be done. Participants at the session in Orlando in response to this same question thought that, in terms of CBAE, research activities should focus on the following:

- **Assessment** — how do we measure competencies?
- **Theory** — what are the who, what, when, and how of the adult learner?
- **Linkage** — how can educators, planners, institutions, etc., work together?
- **Recruitment** — how do we promote CBAE programs and get adults interested in them?
- **Evaluation** — how can we become accountable, gain credibility with employers, and give credentials to the learner?
- **Methodology** — how can we do better research, such as having a developmental model, using a multidisciplinary approach, conducting longitudinal and comparative studies?

Critical Concerns for CBAE

A research agenda for CBAE differs from an agenda for adult learning or adult basic education in terms of its own immediate problems. Based on available evidence and expert opinion, a viable research agenda should address the following issues:

- **Awareness.** CBAE is a fledgling in adult education growing primarily out of the focus on functional competencies provided by the APL research. Its potential as an instructional process needs to be documented and carefully expressed to policy makers such as state directors of adult education, to practitioners such as teachers and instructors in all aspects of adult learning, and to the adult learners whether they are seeking basic skills, leisure time activities, job skills, or self improvement.
- **Assessment.** Emphasis needs to shift from traditional multiple choice paper and pencil testing to nontraditional modes of assessing adult competencies. How to assess competency levels as opposed to how to measure achievement is a most immediate problem. In addition, CBAE programs need careful monitoring and evaluation. This will aid in pinpointing problems and identifying successful instructional strategies on the one full hand and in examining learning strategies of the adult learner on the other.
- **Staff Development.** One only needs to listen to Norvell Northcutt to understand why staff development is a key to competency based adult education. Competency based education may be an old wine but its concepts are not the ones most familiar to the full and parttime teachers of adult education. The method of teaching is different; the way of measuring students and accounting for success is different; and the means of reporting or

"credentialing" are different from traditional adult education practices.

- **Credentials.** Regardless of how fine competency based instruction may be, the payoff has to be meaningful both to the learner and to whom or for what the user intends to use his/her learning. Employers, institutions of higher learning, and the government are concerned with credentials. And so are parents, spouses and the Jones' ...
- **Characteristics of Special Populations.** Competency based education can be self-directed, taught by computer and media technology; or other-directed; it can be in formal or informal settings of learning and it can be community based; and it can involve elaborate or simple learning systems. As a process with expected and stated outcomes, it is flexible. And how much easier it would be if we knew not only how adults learn but also how characteristics of learners affect learning strategies, content, and mode of learning.
- **Competency Definition.** What competencies should be taught (to whom, by whom, where, and when) summarizes one side of the problem. The other is the relationship of competencies to basic skills of reading, writing, and arithmetic, to coping and problem solving skills, and to prevocational or occupational adaptability skills.

Research needs for CBAE were succinctly summarized by Parker and Taylor in **The Delphi Survey: CBAE through the Eyes of Leading Educators.** The authors report on research items identified as necessary by state directors of adult education, federal officials and others, identified as local adult education administrators, university professors, and public school administrators.

Research Plan for Adult Learning: NIE

The Adult Learning Team of the National Institute of Education has recently drafted a research plan outlining current NIE research activities in adult learning and projecting the direction of future activities. Although the plan is not geared specifically to competency based adult education, it has implications for future research in CBAE.

Recognition of the following is built into the research plan:

- the American population is getting older
- adults learn, too
- business, industry, government, and education have to redesign learning opportunities, programs, and resources for the older American.

NIE's position is that adults are being forced to be learners due to demands for change and transition brought about by society's rapid pace. Contrary to life in the past decades, adulthood in America today is less a time of stability and more a time of change; learning throughout one's life span may be necessary for occupational adaptability and life survival. A second position is that the assumption that childhood and adult learning is basically the same process is wrong. Adult learning "must be built on a foundation of knowledge that accounts for the many differences found among adult goals and preferences, their individual learning habits, strategies, and circumstances, and their periods of transition and growth throughout adulthood" (p. 3 of Draft of Research Area Plan for Adult Learning, NIE).

The focus of the NIE research agenda is on knowledge of adult learning needs and how adults learn. The basic questions guiding research activities are:

1. What are the strategies adults use to learn?
   a. How can learning strategies be classified and related to social and cognitive attributes of adults?
   b. How are learning strategies related to developmental tasks and the learning demands of adult life?
   c. How do men and women and persons from various racial, ethnic and socioeconomic backgrounds differ in their use of learning strategies?
2. How can the adult's acquisition of literacy in work settings be improved?
   a. What reading and writing skills are needed to perform in occupations at the skilled, semi-skilled and higher levels?
   b. What influences the successful development of literacy skills through work?
   c. What is the relationship between literacy learning and learning the other skills and abilities essential for employment, and how can this relationship be strengthened?
3. How can we improve the methods by which work-related skills, traits and abilities are identified, measured and certified?
   a. How can educational outcomes be better defined and assessed in terms relevant to work requirements, particularly generic abilities such as problem solving and interpersonal skills?
   b. If there are differences in how men and women, minorities and majorities develop competencies, how might these affect accurate assessment of those competencies?
   c. How can curricula and techniques of assessment be modified to provide a valid statement of an adult's work-related abilities?

The current and projected research activities center on the adult as a learner and adult learning in nontraditional and informal settings in the home, community and workplace. For instance, literacy demands of employment (Mikulecky, Indiana University) and how adults approach and solve daily problems (Peters, University of Tennessee) are two current projects. The first systematic study of how adults learn in the formal and informal settings is being conducted by Miles (Kirschner Associates) and Mocker (University of Missouri).

Another focus is on adult development and adult's use or nonuse of learning strategies at various life stages. It is recognized that the relationship between learning strategies and developmental phases of the illiterate adult needs to be researched, and that the implications of such research would contribute toward correcting educational inequities.

NIE-sponsored research relevant to CBAE deserves mention. The work on transferable skills at the National Center for Research in Vocational Education has implications for competency based adult education. The reasoning of this program is that all skills are potentially transferable from one situation to another but skills are not taught to transfer.

McBer and Company have been investigating competency identification and assessment and have studied the validity and reliability of assessment techniques. They are expected to make recommendations for overcoming barriers to practice, for changes in curriculum content, and for uses of the assessment center process in educational settings.

The identification and validation of competencies needed to perform everyday tasks of adult life has been ongoing since the APL research funded by USOE. A report by Fischer (1980) identifies various projects investigating adult functional competencies and provides lists of competencies.

A postsecondary institution approach to competency based education is provided by Alverno College. Alverno is presently validating competencies in the career areas of nursing and management and examining the validity of the assessment techniques used to determine students' competency levels.

A strategy of NIE has been to involve adult educators in the development of research ideas and plans. This involvement has not been merely token. Evidence from research and practice has been considered and people in the know have been approached for advice. It is clearly NIE's intention to work with researchers and practitioners to develop critical research questions in FY 1980 and 1981.

Outcomes of a symposium on adult learning, along with other sources, were directly reflected in the NIE Research Plan. As these outcomes also have a bearing on a research agenda for CBAE, an overview of the outcomes for research is presented.

Symposium on Adult Learning

The symposium was hosted by the Transferable Skills and Occupational Adaptability Program (a NIE sponsored program) at the National Center for Research in Vocational Education, The Ohio State University in November, 1979.

Thirty researchers and practitioners in adult learning met to take a critical and evaluative look at the state of the art of adult learning research and at implications for practice and policy. The critical aspect introduced an expressed need for researchers in adult learning to think in new and different ways (or maybe just to think), to be risk takers, and to do **good** research. The evaluative aspect raised provocative questions, such as: "Is our concern for the illiterate (them) or for the literate (us)?" "What does it mean if formal institutional teaching is not the best way for adults to learn?" "Because our livelihood is linked with institutional learning, are we capable of looking at the real questions in adult learning?" (and) "How do adults learn anyway?"

In terms of outcomes, the symposium thought that research emphasis should be on descriptive and analytical studies that would examine the following:

- Questions basic to understanding the learning process of adults.
- Cognitive styles and learning strategies of different individuals and groups
- Effective staff development programs to support implementation of research findings.
- Appropriate development and use of assessment instruments.
- Use of media technology in adult learning activities.

In addition, it was thought that priority should be given to:

- Translating research findings into practice.
- Setting policy on federal, state and local levels.
- Promoting a political alliance among researchers, practitioners, and policy makers.

Unless we take CBAE out of the context of adult learning, the symposium outcomes identify the general issues necessary for building a research agenda in CBAE.

Research should contribute to better and more effective educational interventions. However, what the adult learner needs, desires, and is interested in should be communicated to the funding sources for setting research plans and priorities. Consequently, there is a great need for developing and promoting a political alliance among researchers, practitioners and policy makers concerned with the establishment and maintenance of CBAE programs lest CBAE not live up to its promise.

A step toward a political alliance took place in the session on a research agenda at the National Competency Based Adult Education Conference in Orlando. The interaction that took place between participants contributed to levels of understanding and communication that, hopefully, can be repeated with different players at subsequent adult education conferences.

Summary

Building a research agenda in CBAE cannot be left to best guesses. It is imperative that persons, be they researchers, practitioners, policy makers or just interested others in CBAE, communicate and share the burden for defining and setting research priorities. Funding sources, such as the program on Teaching and Learning at the National Institute of Education, are attempting to meet the prevailing research needs and to develop plans with the aid of concerned and knowledgeable persons.

The highest priority for research seems to be a need to identify learning strategies of adults, to examine the relationship of competencies to skills, and to devise appropriate assessment strategies of learner competency levels.

Another level of need is to formulate policy at the federal, state and local levels. And an always pressing need is to translate research findings to practice and policy, and back again. After all, APL may have, but CBAE has never had a Roast.

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President's Comments continued

breakfast at the Rayburn Building where California Congressman **Edward R. Roybal,** a member of the House Labor-Education Appropriations Sub-Committee, offered advice about the importance of being politically involved. Participants were then challenged to move out, meet with their congressperson(s), and tell the story of their support for adult basic education funding.

NAPCAE Board Confers

Planned in tandem with the Affiliates Seminar, a semi-annual meeting of the NAPCAE officers and board of directors fell on March 20, 1980. The Spring board meeting is designed to review goals for the year and assess the state of the organization. Realizing that NAPCAE cannot exist in its present state with dues alone, the board authorized the formation of an ad hoc committee to explore the purchase of a national headquarters in the Washington, D.C. area. Feelings are that in a landlord relationship, NAPCAE might rent space to related businesses. The idea of a national adult education headquarters is not new. Taking the bold step to bring that idea to fruition is.

A written report from the St. Louis Conference Planning Committee indicated that Chairpersons **Wendell Smith** and **Bill Chan** have things well in hand. Incidentally, start planning to attend the National Adult Education Conference now. The November 3-7 dates are not far off. Explore the air fares. A variety of saver options are available if tickets are purchased in advance.

Membership Processing Problems Confirmed

As we travel from spot to spot and discuss membership, we have confirmed that a large membership processing problem occurred in October and November of last year. NAPCAE contracts with NEA for computerization of its membership. This includes an automatic anniversary date feedback system which signals the NAPCAE office when to send out renewal reminders. In sending our reminder letters this year, we discovered a large number of memberships had been processed, but not recorded. All NAPCAE members who feel they have a problem are encouraged to pick up the telephone and dial directly to the office on our toll-free line, 800—424-9806. Please bear with us. An in-depth study is in process to find out what went wrong and how we can avoid it in the future.

One final apology. Newly elected NAPCAE Treasurer **Florine Levin's** name was inadvertently left out of the officers list in the Winter edition of **NAPCAE Exchange.** We love you, Florine! Hope it doesn't happen again.

That's 30!

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Overcoming Obstacles to CBAE in Local Programs

by James T. Parker

Traditionally, local Adult Education Programs have emphasized ABE/GED objectives. Many programs have shown a reluctance to change in order to more effectively meet the life skill needs of adult participants. What are the various obstacles that a CBAE developer may encounter from local programs? What solutions to these dilemmas have been attempted by ABE staff developers and program administrators?

A panel of four adult educators addressed these questions at the National CBAE Conference. Chaired by John Boulmetis of the University of Rhode Island, the panel included: Laurel Ellis, Staff Development Specialist from the University of Southern Maine; Deborah Goodman, Adult Educator from Witchita, Kansas; Barbara Korpi of the Center for Adult Living and Learning, North Dakota; and Mary Jo Westwood, Coordinator of Adult Basic Education, Columbia, Missouri.

Obstacles to CBAE Development

Perhaps the greatest initial obstacles are the **misconceptions** about what CBAE is, and what it can do for adult education. This is to be expected for a number of reasons. Personnel turn-over at the local level is as high as 60% in some states, at least 30% nationally. Therefore, every fall there is need for staff development "catch-up" and while most AE programs are to some extent performance-based, CBAE as a **process** is relatively new. It is safe to say that in adult education there exists a general lack of awareness of the background and purpose of CBAE.

Misconceptions are of various kinds: from Competency-Based Adult Education being simply defined as "APL", to the cynical view of CBAE as a process or test being laid on by the Federal government. In between these are a host of other misconceptions:

— CBAE # Life Skills (or vice-versa)
— it is too standardized to be locally applicable
— CBAE is **really** just good ABE-GED
— it's the same as minimal competency testing
— the CBAE movement is really just part of the Basic Skills movement
— CBAE was invented by commercial publishers to sell books and new tests
— it's too expensive to be practical.

Other damaging misconceptions stem from confusion about the purposes of ABE/ASE programs. Too often the community, other public service agencies, and adult educators themselves view ABE/ASE as a "GED Program". CBAE is a process that relies heavily on community/agency involvement — this misconception about program purpose constitutes a serious barrier to initial development.

Another is the lack of readiness of teachers and other staff. This is a larger problem than just CBAE — it is a problem for all of adult education. Teachers have many previous competency needs: assessment skills; ability to counsel and guide adult learners; program planning skills; experience in facilitator roles; and the ability to distinguish between individualized/personalized learning and robot-like programmed learning. A major reason for lack of CBAE readiness is the isolation of many adult educators — part-time teachers in particular. Another reason is limited staff development opportunities.

Administrative obstacles pose another set of problems in the development of competency-based programs for adults. As with local instructors, administrators generally lack readiness for their key roles in CBAE. Administrative support is critical to the launching of any new initiative — support all the way from top AE officials to local program managers and supervisors. Unfortunately, this kind of comprehensive support is rare.

Long-term planning is necessary for full adoption of CBAE programs. Often the funding of programs is short-term, a year at a time (or less). In addition, there are misunderstandings relating to dissemination of innovative processes, materials, etc. Too often, it is assumed that utilization is achieved through minimal diffusion efforts such as awareness sessions, state conferences, etc. While these are important first steps, continuous support for planning, developing and evaluating CBAE efforts is absolutely necessary to achieve full adoption.

Community involvement was mentioned earlier. This is an area where local AE administrators must provide more leadership. Without it, CBAE programs that seek to meet local needs will be difficult to develop.

A number of other obstacles are apparent at this stage of CBAE development:

- Funding for Adult Basic Education in general is limited
- Since CBAE is defining itself in practice and over time, the concepts may be difficult to explain to other potentially cooperative agencies.
- Many of the traditional AE success indicators such as hours of instruction, numerical scores, numbers of persons served, grade levels completed, etc. do not "tell the story" in CBAE. Confusion over reporting requirements presents a formidable problem at all levels.
- Finally, there are those adult educators who have become comfortable with the ABE/GED system, and who will resist any

suggestion of change. Organization development research suggests that in most situations requiring change: one-third of the people change readily; one-third change eventually; and one-third never do.

Overcoming CBAE Obstacles

Though the obstacles are formidable, they should not be considered unbudgable. Much has been learned by CBAE implementors in the past five years, and progress continues to be made throughout the country.

Misconceptions can be dealt with in a number of ways. National, state and regional workships have helped adult educators distinguish between the "fact and fiction" of CBAE. State newsletters have spread the word and broadened the dialogue on issues. In fact, a few states have developed their own philosophy for CBAE, and more are considering philosophy-building. Committees of NAPCAE and the ABE Commission are developing a joint National Statement on CBAE, to assist in the articulation of CBAE principles. Also, there is a growing body of professional literature on CBAE that can assist in correcting misunderstanding.

Obstacles involving local AE instructors are numerous ... but so are solutions:

- because most instructors in adult education are part-time, with little time for the development of new methods and materials, staff developers should build on the strengths that teachers already possess. This includes showing them additional ways to be more effective in their programs ... through competency-based processes, curriculum, assessment techniques, etc.
- instructors and other staff should not expect (or be expected) to jump right into teaching for competency, but should be introduced to a CBAE process over time. The various components of CBAE may be experimented with one at a time.
- local staff who have attended a CBAE workshop should then jointly plan and develop the CBAE process with their administrator. This helps assure mutual awareness, involvement, and long-term support.
- "model programs" can be set up to allow staff to observe CBAE practice first hand, and begin to experience the process.
- statewide and regional staff development systems, clearing-houses and resource centers have proved beneficial in meeting various needs of local staff. More states should consider the establishment and long-term funding of these services.
- with few exceptions, universities and other staff training institutions have not included CBAE as part of their course offerings. These institutions could be providing valuable awareness, training, research and other services to the CBAE movement. It's time they began to deal with CBAE as part of their regular business, not just when special funds are provided by the state.
- teachers must begin to think of program participants and themselves as learners together, and deemphasize traditional "schooling" techniques. For example, CBAE relies on and rewards adult experience and competence. These are attitudinal as well as programmatic changes.
- sensitivity to the importance of cultural and affective competency attainment is critical in well-developed CBAE programs. Some have suggested that teachers having a sociology or psychology background more readily appreciate these competencies. This may have implications for future hiring of new staff.

Administrators can help the field steer clear of CBAE obstacles by assuring that staff have access to as much information and as many useful materials as possible. As mentioned before, clearing-houses and resource centers have proven to be important to CBE development, and must receive full administrative support. Likewise, time for training and curriculum/program development should be underwritten by local programs and, where necessary, by the state.

Local administrators must play a more active role in community involvement through the establishment of networking among social service agencies, business and industry, school boards, and community groups to assure local awareness and support. Teachers and other staff should be actively involved with the administrator in long-term program planning. This includes planning for a full time staff, or if the budget will not allow that, team-building and delegation of responsibilities for part time staff. Also, creative use of volunteer help, such as an active role in advisory groups, fund raising, etc. will assist in program development.

Because CBAE has greater potential for serving the wide range of adult needs, local programs are in a good position to make funding arrangements with other community agencies such as CETA programs, libraries, health services, etc. These arrangements get more critical for program development as AE budgets get tighter.

A final thought on overcoming obstacles to CBAE; let time be on your side. Change is (and perhaps should be) slow. Competency-Based Adult Education is a process — and must be developed step by step: from philosophy to evaluation. With time and caring CBAE can become as great as its potential promises.

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Writing CBAE Proposals That Get Funded

by Judith L. Cope

Competency-based Adult Education (CBAE) is defined as "a performance-based process leading to mastery of basic and life skills necessary for the individual to function proficiently in society". Since CBAE is defined as a process it can be used to address most any adult education priority. For example, there is considerable interest in the development of innovative, competency-based reading and math programs. It's not necessary to wait for a funding source to announce a specific "CBAE priority", competency-based principles may be used to develop nearly any adult education proposal, including reading and math.

James T. Parker of the Institute for Adult Competency reports that recent changes at the federal level encourage the development of CBAE projects and enhance the likelihood that CBAE proposals will be funded. The "Statement of Purpose" of the Adult Education Act has been changed to focus ABE program emphasis on functional skills as well as secondary school completion. The "Statement of Purpose" encourages programs that will —

1. Enable all adults to acquire basic skills necessary to function in society,
2. Enable adults, who so desire, to continue their education to at least the level of completion of secondary school, and
3. Make available to adults the means to secure training that will enable them to become more employable, productive and responsible citizens.

The federal level has provided an additional incentive to adult educators for writing CBAE proposals in their response to comments from the field on the regulations of the Act. The U.S. Department of Education has stated: "The findings of the Adult Performance Level (APL) project have greatly influenced both the wording and the intent of the 'Statement of Purpose' of the Act. It is also recognized that the development of APL-based and CBAE programs throughout the nation are positive and appropriate reponses to the need to fulfill these purposes."

An Appendix to the recent Adult Education Act regulations also addresses the need for CBAE projects. The "Priorities for Programs of National Significance" are the U.S. Department of Education's recommendations to States on critical Special Project and staff development needs. They include the need to:

1. Develop barrier-free and appropriate services based on the needs and life experiences of the learners;
2. Develop non-traditional adult education techniques including — competency assessment and applied performance testing, and train staff in the use of these techniques;
3. Provide curricula designed to enable special adult populations — to function effectively in society; and
4. Develop or adapt alternative high school programs.

In addition, "... many APL and competency-based adult education products have been developed by states with no effective means of further assessment and dissemination, either statewide or nationally. States are encouraged to support projects such as those that: a) develop a mechanism to locate improved practices, products and potential users of those practices and products, b) disseminate the practices and products to users, and c) provide training or assistance for adoption or adaption by users."

In order to effectively respond to the Adult Education Act, special project priorities and staff development needs, it is important to understand some basic principles for writing proposals that get funded. Robert Poczik of the New York State Department presents five points to keep in mind when writing proposals. The following tips are based on his experience as a reviewer of both successful and unsuccessful proposals:

1. **OBSERVE THE RULES.** Include all of the information requested and if the guidelines ask for three copies of the proposal, supply them. If a U.S. Post Office postmark is required, don't use a meter machine. Follow the rules or be in danger of being disqualified.
2. **LOOK AT THE PROPOSAL FROM THE POINT OF VIEW OF THE REVIEWER.** Reviewers must read the proposal, make judgments about the presence and qualify the information provided, and usually allocate points. Imagine how the reviewer will examine the proposal. Is it neat looking? Is the spelling and grammar accurate? Can duplicated copies be easily read? Is all the required information presented in a straight-forward way, with as little excess wordage as possible? Is the proposal organized in the order called for, so that the reviewer doesn't have to skip around and hunt for the information needed to make the necessary judgments?
3. **ALLOCATE TIME AND ENERGY ACCORDING TO THE POINTS TO BE AWARDED.** When proposal review information is supplied in the proposal guidelines, pay close attention to how points will be awarded. If, for example, there is a Needs Assessment Section required and it can be given a maximum of 10 points, and an Evaluation Section that can be given 20 points, doesn't it make more sense to devote more energy and time to the preparation of

the latter section? Spend more time on those sections of the proposal that carry the most weight in proposal review points. If you are not funded, ask for the reviewer's comments and consult with the agency about possible resubmission of a rewritten proposal or check with other funding possibilities.

4. TAKE CUES FOR FORMAT FROM THE INSTRUCTIONS. If the instructions ask for ten categories of information (objectives, activities, evaluation, etc.) and in the instructions they are numbered 1-10, arrange the proposal in the same order and use the same numbering system. If the instructions ask for proposed project activities to be arranged in chronological order in three-month blocks, create a simple time line broken into three-month blocks.
5. WHEN IN DOUBT, CALL. Most requests for proposals (REPs) give a contact person a telephone number. In order to get on the right track or in order to clarify instructions, call and ask. This is better than to become discouraged or to guess.

The goal in writing a proposal is to get funded to carry out a program. Sometimes a superficial or ambiguous proposal can get funded, but then a problem arises when someone attempts to implement the project. Often that "someone" is a different person from the proposal writer. Then that person must spend valuable time and effort trying to figure out what the project is all about, since all that person has is the poorly-designed proposal from which to work. So consider that, in addition to a vehicle for getting funds, a proposal should be well designed, clearly thought through blueprint for carrying out the proposed activity. It should be clearly enough conceived so that a person other than the proposal writer could pick it up months later and understand and implement it.

A well designed CBAE proposal should include the six critical elements of competency-based education. William G. Spady defines these elements as: 1) Outcomes. Competencies which are indicators of successful performance in basic and life activities, 2) Time. A shift from time-based to outcome-based instruction, 3) Instruction. A choice of a variety of instructional activities and modalities for pursuing a given outcome, 4) Measurement. Assessment which is explicit, known, agreed upon and criterion-referenced, 5) Certification. Accomplishment of specific outcomes or competencies, and 6) Program or competencies, and 6) Program Adaptability. An evaluation system whose data is used for diagnosing student remediation and for modifying the program as needed.

Most state or federal agencies have specific proposal guidelines and/or application forms, while most private foundations do not. Whether or not there are proposal guidelines, there is basic information required of all proposals. This basic information is as follows.

Title Page

If the agency has an application form, use it. If not, the title page should include the following items: project title (an accurate reflection of the nature of the project), priority to which you are responding, dates of project duration, applicant agency's name, proposal writer's name, total budget and required signatures.

Summary

The summary appears at the beginning of the proposal, but it is the last section of the proposal to be completed. Proposal reviewers rely heavily on the summary for evaluating proposals, therefore use it to place the problem in its context. Indicate that competency-based processes are most applicable to addressing the priority. The summary should be limited to several paragraphs, one-half to one page in length. There should be approximately one sentence each for the purpose, objectives and methods.

Introduction (Description)

The proposal should begin with a good opening statement so as to interest the reader and focus on the clientele of the program. Credibility is not necessarily what makes proposals succeed, but lack of it certainly makes them fail. Letters of support from other agencies can demonstrate credibility, coordination and linkage. These letters can be identified within the body of the narrative, then attach them as an appendix. The narrative should also describe some prior and current CBAE activities, if any, and important publications such as an annual report. The more specific the proposal, the more confidence it will create at the funding agency.

Problem Statement (Needs Assessment)

This is the most critical part of the plan, it represents the rationale (reasons behind the proposal). A review of literature is essential in order to avoid duplication of effort. Be sure to cover, not only CBAE Studies, but previous projects at the state level. It is important to differentiate between the situation as it exists at the national scope and the local level. For example, the National APL Survey results versus what is known about local adult functional competency needs. Make it clear that functional competency is needed, not just higher reading levels, etc. Find out what the state's "position" is on CBAE, and how the State's position relates to the national 310 priorities. Show how the project will build on other CBAE materials, findings, etc.

Communication with the target population is essential, a community advisory committee is recommended to provide input. The proposal should stress the service to the client, not the need for agency staff. The needs should be documented with realistic, precise, clear facts, don't make assumptions.

Objectives/Methods

The proposal objectives should be measurable outcomes of the program which should flow from the problem statement. It is important to separate the methods from the objectives. The methods are the "means" and the objectives are the "ends" (outcomes). One quick way to distinguish between the program methods and objectives is to begin each method with "to prvide", "to establish", "to create", etc. and to begin each objective with "to increase",. "to decrease", "to reduce", etc. The methods should include an appropriate time table.

The instructional objectives are criterion-referenced for basic and life skills (competencies). These objectives should be determined by the learner along with the teacher, and should be agreed upon prior to instruction.

Instruction

CBAE instruction should flow from the criterion-referenced instructional objectives (outcomes). The CBAE instructional system should include counseling (student needs assessment), diagnosis (formal and informal), prescription (accurate student placement), an instructional plan (to meet individual needs) and evaluation (formal and informal). CBAE instruction should be outcome-based (rather than time-based), self-paced, and should provide an open-entry open-exit scheduling. CBAE instruction should provide a choice of a variety of activities, resources and modalities to pursue a given outcome. The modalities include programmed instruction, independent work, large group instruction, small group instruction, tutorial instruction, teacher-assisted independent study, lecture, and audio-visual materials. CBAE learning modules (self-contained instructional units) can be developed. They include a concept focus (what skill is being taught), behaviorally-stated objectives, pre-test, learning activities, post-test, student evaluation and in-depth activities.

Program Administration

Describe the roles and responsibilities of the project personnel. If the available staff does not have CBAE experience, identify how they will be trained. There may be a need to contract experienced CBAE consultants. If needed, describe the roles and responsibilities of the CBAE consultants. Attach brief resumes that describe the background and qualification of the staff and consultants.

Evaluation

The CBAE program evaluation system is based on clear, concise, measurable objectives. The System must collect and use student performance data as the basis for diagnosing weaknesses and necessary remediation for students. The System should gather process and product data for continued revision and refinement of the instruction. Successful product evaluation uses procedures to determine the extent to which the instructional program has achieved its stated objectives. Successful process evaluation uses procedures to determine whether the instructional program has been conducted in a manner consistent with the plan. Both process and product evaluation may be formative (evaluation conducted a number of times during the project) and summative (evaluation conducted at the end of the project). It should be determined who and how many program decision makers should receive the evaluation report. Staff development programs should be recommended based on program and student evaluation results.

CBAE student evaluation is based on criterion-referenced basic and life competencies (outcomes). The content and strategies for assessment should be clearly defined, be known to the students, allow for choice of time and technique and be adaptable. The assessment of students should include pre and post tests. Achievement of a given outcome is more important than where, when, how long or how often the student needs to accomplish the objective. Students should be assigned or reassigned appropriate instructional experiences based on evaluation results. Certification of students is based on the accomplishments of specific competencies (outcomes).

Future Funding

Services can be extended or financed through cooperation, coordination and/or linkage with a wide range of community resources, such as — business, industry, labor unions, libraries, churches, governmental agencies, service clubs, newspapers, volunteers, military and hospitals. Consider alternative ways in which funding might be secured to continue the project, such as to: incorporate into applicant agency budget, charge fees for service, develop ccontracts or agreements with other agencies to provide services, conduct fund raising campaigns, and to identify other funding agencies.

There are many funding sources for CBAE proposals other than section 310 of the Adult Education Act. Twenty-five other adult-serving programs are administered by the U.S. Department of Education, totaling over 300 million dollars. These include Basic Skills for Adults, Consumer Education, various high school completion and post-secondary programs as well as others. A guide to these programs is available from the Division of Adult Education, U.S. Department of Education, Washington, D.C. 20202. Adult Education funding is also found in the Department of Labor (CETA, etc.), the Department of Agriculture, and other federal agencies. These programs are not called "adult education" — but they are, and should be tapped by adult educators who wish to conduct CBAE programs.

Proposal Budget

The budget should provide sufficient funds to perform the activities in the narrative. Carefully planned budgets reduce the number of changes later. Quality budgets produce a better program and increase changes of obtaining the grant. Consult with the business office as the budget is developed and round the figures to dollars. If the funding agency provides a budget format, use it. If not, the budget should include the following items:

Direct Costs
Personnel
Salaries and Wages
Fringe Benefits
Consultants and Contract Services

Non-Personnel
Supplies and Materials
Communications (Telephone and Postage)
Space Costs
Rental, Lease, or Purchase of Equipment
Travel (Staff, Participants, Consultants)
Other Costs (Duplication, Insurance, Evaluation, etc.)

Indirect Costs (Overhead for applicant agency, an agreed upon percentage of direct costs or salaries and fringe.)

Final Report

Plan a final report which will include the following components: Abstract (Summary), Introduction (Description), Problem Statement, Objectives, Methods (Procedures), Analysis of Data (Findings), Conclusions and Recommendations, and Appendices. Develop strategies to disseminate the final report and the project products to the appropriate decision makers who influence the program.

A summary for writing CBAE proposals that get funded is available. The summary is entitled "CBAE Program Planning and Proposal Writing Check List". This Checklist is designed as a planning and evaluation instrument for CBAE proposal preparation. It is an orderly way for organizing your thinking in regard to CBAE program planning and proposal writing. You can use the checklist to develop your plans. Draw upon the checklist what is needed as you develop your CBAE proposals to meet your funding agency requirements. Copies may be obtained by writing to the author.

* * *

Projecting a future for CBAE

by James T. Parker

Many national adult education conferences close with a look into the future. The National CBAE Conference was no exception. Five panelists, representing key institutions and organizations in adult education, were asked to respond to questions about future CBAE concerns and opportunities. They also shared their thoughts on future trends for the general field of Adult Education. The panel included, Bob Allen, Chairman of the Council of State Directors of Adult Education; George Anderson, representing the Florida Department of Education; Wayne James, Chairperson of the ABE Commission; Robert Rupert, President of NAPCAE; and Leonard Schneiderman, representing the National Advisory Council on Adult Education.

Planning for the Future

The first futures question addresses planning for CBAE. A review of State Plans 1980-82 reveals that many states have not really developed long-term plans for AE, and are having difficulty setting CBAE goals and identifying performance-based outcomes. What should be the CBAE goals for the 80's?

The 1978 amendments to the Adult Education Act introduced new program purposes which, over time, will shift program emphasis from ABE/GED to adult functional competency outcomes. This redirection should occur over the three year period of the current state plans. CBAE can be planned and developed within the framework of accountability for adult education — with well-defined objectives and measurable program and learner outcomes. Whether the objectives be APL-based or derived from other competency studies, an ABE/ASE process that grants "credit" and a diploma for demonstrated academic and life competencies may provide programs the integrity and recognition that adult educators have long sought.

Staff Development Needs

AE staff turn-over is 30% or more each year. What will it take to train adult educators to understand and implement CBAE processes?

The high turn-over of instructors and other staff makes continued CBAE awareness and program development training critical. Probably as important is the need for staff development that is more performance-based itself, so adult educators will not be found in the posture of "preaching and not practicing". Staff development is made more significant because of the growth that can be expected in adult programs in the 80's.

Future Support for CBAE

If CBAE is to impact on Adult Education and improve programs, it must have the support of institutions and associations at all levels. What are the key institutions? How will (or should) they support CBAE in the next five years?

A wide variety of institutions and programs have the potential for supporting and impacting on the CBAE movement:

- Community support must be generated to insure that key competencies are understood and accepted locally.
- Higher education institutions and other training programs must support intensive staff development efforts.
- National AE professional associations and coalitions of organizations can play critical roles in the legitimation, acceptance, and development of CBAE. This can be accomplished through their journals, committees, conferences, and other activities. This special edition of Exchange is one good example. The joint development of a National Statement on CBAE by NAPCAE and the ABE Commission is another.
- Publishers will continue heavy marketing of AE materials for program staff and participants
- Support from private foundations such as Ford, Exxon, etc. will aid in adult learning research
- Institutionalization will broaden to include large business and industrial training programs and a multitude of private and public community based organizations
- With well-developed CBAE designs, AE will be in a better position to show accountability to state legislatures and Congress, and to negotiate for more realistic support for program implementation.

Research for CBAE

What research and development is needed to generate and sustain CBAE growth?

The focus of research and development in the 80's should be directed toward expanding the purpose and definition of AE programs and improving their quality. Programs must develop a variety of learning strategies; self-education; individualization; modularization; external program; institutional; contracting; pre and post-assessment; and a blending of all these options.

There will be a continuing need to update the identification of competencies, as society requires new skills. Also, the development of new assessment instruments in affective and psycho-motor areas are critical to program improvement. A better understanding of the linkage between educational skills and work/leisure competencies will also enhance adult learning theory and program development.

Finally, this broadening of program scope and practice will help assure that CBAE will become a major priority for federal and state research and development in the 80's.

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The College Board

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Lifelong Learning During Adulthood: An Agenda for Research
Future Directions for a Learning Society Advisory Panel on Research Needs in Lifelong Learning During Adulthood
Focusing on adult learners, providers of learning opportunities, and society—as well as the interactions among them—this report identifies important gaps in research and provides a guide for individual researchers as well as funding sources. (237407) 1978, 48 pages, $4.50.

Telephone Counseling for Home-Based Adults
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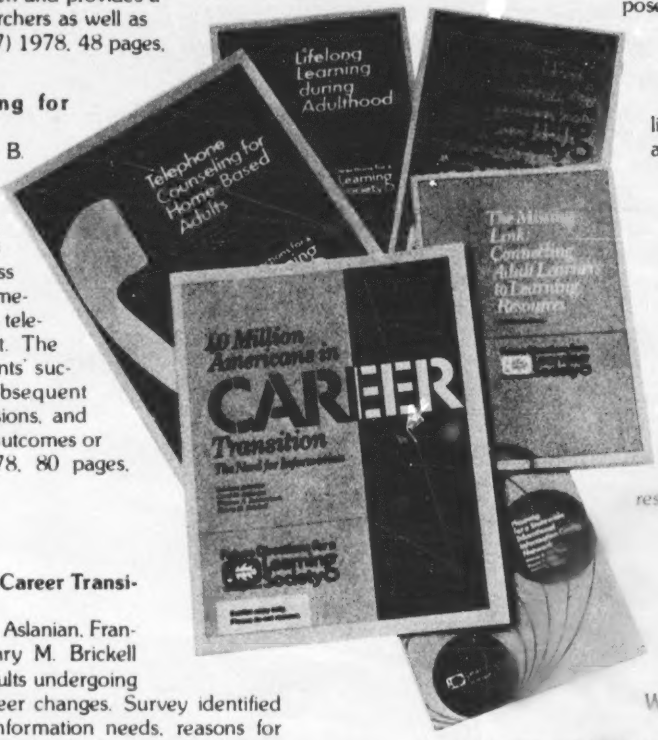
Findings of a survey of adults undergoing or anticipating job or career changes. Survey identified career and educational information needs, reasons for seeking change, and personal and demographic characteristics. (237403) 1978, 64 pages, $4.50.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Future Directions for a Learning Society
Describes and explains FDLS's basic purposes: projecting societal trends affecting adult learning, disseminating information concerning adult learners and their service agencies, promoting public policy and understanding about lifelong learning, and helping to facilitate adult access to learning opportunities. (237400) 1978, 21 pages, free.

The Missing Link: Connecting Adult Learners to Learning Resources
K. Patricia Cross
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Planning for a Statewide Educational Information Center Network
William D. Van Dusen, Ronald H. Miller, Donna M. Pokorny,
How to establish statewide educational information center networks. Includes background material, analyses of the needs and methods for securing, storing, and disseminating information; and evaluations of the network's effectiveness. (237406) 1978, 44 pages, single copy, $3.50; 5-24, $2.80 per copy; 25 or more copies, $2.00 per copy.

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The President Comments

by Robert W. Rupert

Since last we communicated through **NAPCAE Exchange** (Vol. III. No. 1 / Winter 1980 — we really should stop meeting this way!), a number of events have colored the profession. The theme for the year is "Aggressive Leadership: Key to a New Decade." With that in mind, let us review the NAPCAE action, which for the past five months have resulted in (1) a posture toward the new Department of Education, (2) the results of a Florida-hosted competency based adult education conference, its proceedings found herein, (3) the annual Affiliates Leadership Conference, (4) the NAPCAE Semi-Annual Board of Directors Meeting, and (5) membership processing problems.

New Department of Education Searches for Leaders

As of this writing, leadership for the adult and vocational education subunit of the new Department of Education has not been named. Rumors are rampant. What else is new? Largely through the leadership of NAPCAE Executive Director **James Dorland** in communications via telephone with members of the executive board, NAPCAE established a posture regarding the leadership for adult VOED in the form of a set of principles. These were sent to Secretary **Shirley Hufstedler** in January. In brief they are: (1) Adult education and vocational education are not synonymous. (2) Adult education should be defined in its broadest context, and all programs and activities concerned primarily with the education of adults and with adult learning should be located within the Office of Vocational and Adult Education. (3) Qualified adult educators should be named to key spots within the Office of Vocational and Adult Education. (4) Even after the Education Department becomes operational, adult educators should continue to be systematically informed and consulted by Education Department staff members on matters affecting adult education.

CBAE: Target for Dialog

A movement worth some notice as indicated by this edition of the Exchange, CBAE was the prime topic for discussion during a February 19-21 conference in Orlando, FL. Sponsored by the Florida Adult Education Association under the direction of able FAEA President, NAPCAE Board Member, and **Exchange** Editor **Les Todd**, the event attracted some 356 CBAE'ers, the majority of whom were out-of-staters.

Affiliates Assemble

A second annual NAPCAE Affiliates Leadership Seminar attracted some 35 participants to Washington, D.C., March 17-19, 1980. The program was designed by DCAPSAE's **Delia Pailen** and NAPCAE Affiliates President **Wayne Reed** to accomplish four goals: (1) Review current and future trends in AE, (2) identify the leadership problems facing affiliates, (3) provide current information about adult basic education funding and (4) offer an opportunity for affiliate leaders to become involved in the legislative process. The program closed with a

Continued on page 43

Contributors . . . .

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Dr. Beverly L. Anderson is the Director of the Assessment and Measurement Program for the Northwest Regional Educational Lab.

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Virginia Wallace and Jonn La Perla Berg are the Assistant Directors of the Montclair State College Adult Education Resource Center in New Jersey. Their article is based on the study-report, *Competency-Based Adult Education: An Organized Approach to Effective Programming in New Jersey*, compiled by the CBAE Task Force, Bureau of Adult, Continuing, Community Education, Trenton, New Jersey, Mr. Barry F. Semple, Director.

Dr. Carol Kasworm is a Lecturer and the Project Director for Adult, Continuing and Higher Education at the University of Texas at Austin. She was the chairperson for the National Invitational Workshop on Competency Based Adult Education held in Austin, June, 1978.

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James T. Parker is an Adult Education Specialist with the U.S. Department of Education. These articles and other responsibilities related to the National CBAE Conference are his own initiatives, and do not necessarily reflect U.S. Department of Education policy.